

DRAFT

REGIONAL LAND USE PLAN



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Prepared by the:

SACRAMENTO REGIONAL AREA PLANNING COMMISSION
800 H Street, Suite 300
Sacramento, California 95814

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SRAPC-77-081

Sacramento Regional Area Planning Commission

The Sacramento Regional Area Planning Commission is a council of four county and twelve city governments serving the entire Counties of Sacramento, Sutter, Yolo and Yuba. Four additional counties of El Dorado, Placer, Nevada and Sierra and the cities therein are added for criminal justice planning.

The Commission membership consists of two representatives from each county; one appointed by the Board of Supervisors and one appointed by agreement among the cities of each county, except in Sacramento County where the City of Sacramento has one representative, and the Cities of Folsom, Isleton and Galt also have a city representative.

The Commission serves as an advisory agency to local government on items of interjurisdictional concern, and has developed a comprehensive program in physical, socio-economic, and criminal justice planning.

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City of Folsom
City of Galt
City of Isleton

YOLO COUNTY

City of Davis
City of Winters
City of Woodland

SUTTER COUNTY

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DRAFT REGIONAL LAND USE PLAN SUMMARY

Purpose

Current Regional and local plans, while very sensitive to a variety of social, environmental, and economic problems and issues today, fail to adequately address certain other very important issues--namely, air quality, the cost of water quality, energy conservation, and the cost of housing. The purpose of the draft Regional Land Use Plan is to devise ways in which SRAPC and its members can better deal with those issues. The policies, priorities, programs, and recommendations in this plan will go a long way toward solving the insufficiently addressed land use related problems facing the Region today. The plan represents, in some cases, a significant departure from currently adopted local and Regional plans.

Recommendations

The major recommendations center on managing the type and location of urban development. The highest priority for development would be revitalization of existing urban areas. Increased emphasis is placed upon the filling in of skipped over lands in urban areas, increasing residential densities, and more efficient use of the land. The Plan recommends stronger prohibitions of development at the distant urban fringe areas. These actions are expected to improve air quality through reducing auto travel distances and facilitating improved mass transit services. They should also cause a reduced cost for maintaining water quality through more efficient, cost effective development patterns. Energy conservation should increase through these recommendations through decreased gasoline consumption and building activities.

The major recommendations of the Plan are:

- * Increase the number of people living in the existing urban areas in order to:
 - a) make the best use of existing facilities; and
 - b) keep people close to work and shopping.
- * Rehabilitate and redevelop the cities and suburbs before building new subdivisions.
- * Limit urban development on good agricultural land.
- * Improve the quality of the air by:
 - a) reducing automobile travel;
 - b) increasing the use of mass transit; and
 - c) limiting or prohibiting industry which pollutes the air.
- * Develop ways to save energy through development practices and construction design.

Implications

The implications of this plan are that significant changes in land use plans in the Region must occur if air quality standards are to be met. Cities and counties should revise land use plans to reflect the change in development priorities. Successful implementation of this plan will take a major commitment of time and money on the part of local government. But the alternatives to changes in land use policy are either harsher, less palatable, regulatory methods of achieving air quality standards or strict sanctions by the federal government if standards are not met.

SRAPC:JNH:pal
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THE DRAFT REGIONAL LAND USE PLAN AND THE
SRAPC ENVIRONMENTAL MANAGEMENT PLANNING PROGRAM

The Draft Regional Land Use Plan is one part of the Environmental Management Planning (EMP) program of the Sacramento Regional Area Planning Commission. The EMP program also includes an Energy Conservation and Use Plan (adopted by SRAPC in November 1977) and studies leading toward a Water Quality Management Plan (draft scheduled for February 1978), an Air Quality Maintenance Plan (draft scheduled for July 1978), and a cumulative Environmental Management Plan.

The plans are being developed in a coordinated manner to encourage a thorough understanding of the relationships between the air, water, and land use issues. The Commission and its Environmental Management Policy Committee are striving to develop a combined Environmental Management Plan that merges the related but often competing demands of these three environmental issues into one plan and action program.

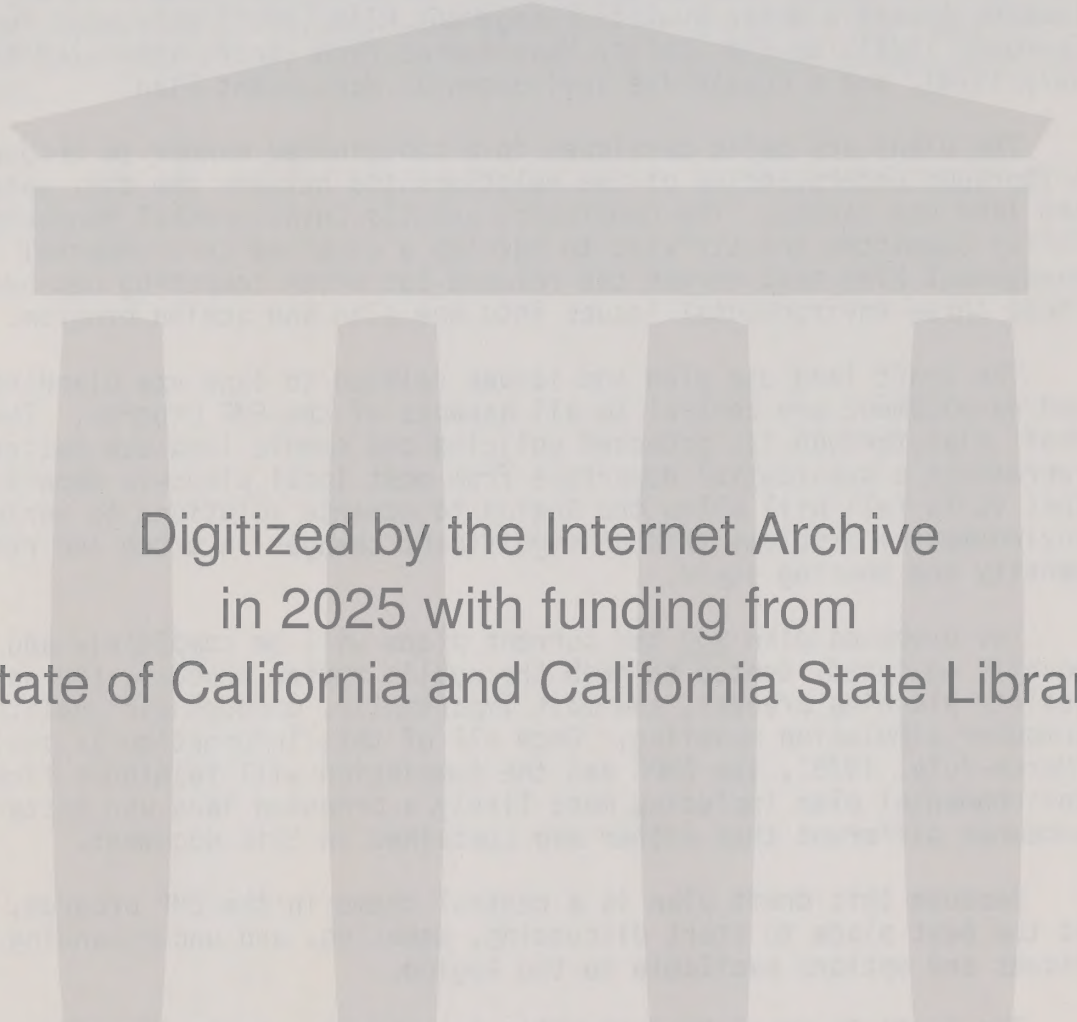
The draft land use plan and issues related to land use planning and development are central to all aspects of the EMP program. The draft plan, through its proposed policies and sample land use pattern, represents a substantial departure from most local plans--a departure that it is felt will allow the Region to advance solutions to various environmental problems through significant changes in urban and residential density and housing style.

The proposed plan and the current plans will be completely and equally analyzed, tested through the public review process, the water quality planning process, and most importantly, through air quality computer simulation modeling. Once all of this information is available (March-July, 1978), the EMPC and the Commission will fashion a final environmental plan including, most likely, a proposed land use pattern somewhat different than either map contained in this document.

Because this draft plan is a central theme in the EMP program, it is the best place to start discussing, debating, and understanding the issues and options available to the Region.

The draft Regional Land Use Plan is advisory and is intended to start a lengthy discussion about the role of land use controls in achieving environmental objectives. The Air Quality Maintenance Plan, scheduled for public review from July 1978 to January 1979, will carry the weight of the Federal Clean Air Act.

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REGIONAL LAND USE PLAN, DRAFT

Key: Sacramento County

DATE	ISSUED TO

Table of Contents

	PAGE
Letter of Transmittal.....	1
Preface.....	2
SUMMARY.....	3
INTRODUCTION.....	6
Purpose.....	7
Scope.....	7
Progress Since The Alternative Future Report.....	8
Relationship To Other Plans.....	9
EXISTING CONDITIONS.....	10
Population.....	11
Land Use.....	11
Major Resource and Hazardous Areas.....	15
CURRENT POLICIES.....	19
Overview of Current Plans.....	20
Regional Land Use Goal.....	20
Residential Development.....	21
Agricultural Lands.....	22
Environmental Quality.....	22
Transportation.....	23
Local Plans.....	24
Implications.....	26
ISSUES.....	27
Air Quality.....	28
Water Quality and Sewage System Costs.....	29
Energy Conservation.....	30
Urban Development Concerns.....	32
PROPOSED POLICIES.....	34
Regional Land Use Goal.....	35
Land Use Policies.....	35
Residential Development Policies.....	36
Agricultural Development Policies.....	36
Air Quality Policies.....	36
Water Quality Policies.....	37
Energy Conservation Policies.....	37
Transportation Policies.....	37

TABLE OF CONTENTS

PAGE

PROPOSED POLICIES (continued)

Project Design and Siting Policies.....	38
Industrial/Commercial Development Policies.....	39
Development Pattern.....	39
Change From Current Policy.....	41
Implications.....	42
IMPLEMENTATION.....	43
IMPACT ASSESSMENT.....	48
HISTORIC ASSESSMENT.....	67
APPENDIX I: Land Use Control Measures.....	70

Sacramento Regional Area Planning Commission



Suite 300, 800 "H" Street, Sacramento, California 95814
(Mailing Address: P.O. Box 808, Sacramento, California 95804)
(916) 441-5930

November 30, 1977

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TO: INTERESTED CITIZENS

RE: DRAFT REGIONAL LAND USE PLAN

We are pleased to transmit for public review and comment the Draft Regional Land Use Plan: 2001. This document culminates over a year of discussion and work by the Environmental Management Policy Committee and its Land Use Sub-Committee. This plan represents a very important part of the Environmental Management Planning Program of SRAPC, along with the Air Quality, Water Quality, and Energy Conservation Plans.

It is essential that the plan reflect the needs and concerns of the Region. For that reason, a public review and comment period has been established. All interested persons are invited to review and comment on the draft at public hearings or directly to staff. The public hearing schedule is as follows:

December 12, 1977: EMPC public hearing - 2:00 PM
Veteran's Center Auditorium
9th and B Streets
Marysville

January 9, 1978: EMPC public hearing - 2:00 PM
901 "G" Street, Room 482
Sacramento

February 16, 1978: SRAPC public hearing and
adoption - 2:00 PM
Sacramento City Hall
Council Chambers*

Presentations will also be made to all member City and County Planning Commissions, City Councils, and County Boards of Supervisors during December and January. The Councils and Boards will be requested to recommend action on the Draft Plan to SRAPC. You may contact us or your City Hall or County Administration Building for the time and date of these meetings.

If you have questions or comments, please feel free to call Jim Harnish or Gary Stonehouse of SRAPC staff at (916/441-5930).

Sincerely,

JIM PHARRIS
Yuba County Supervisor
Chairman, Environmental Management
Policy Committee

HAROLD TURNER
Yolo County Planning Commissioner
Chairman, Land Use Sub-Committee

JNH:dr

Enclosure

* Tentative Location

PREFACE

This draft Regional Land Use Plan is one component of SRAPC's Environmental Management Planning Program. The other four components of the program are the Energy Conservation and Use Plan (adopted by SRAPC in November 1977), the Water Quality Management Plan (due out in January, 1978), the Air Quality Maintenance Plan (due out in July, 1978) and the cumulative Environmental Management Plan (EMP).

This plan, like the remaining components, is intended to assist member jurisdictions in making increasingly difficult environmental decisions within a solid framework of consistent and coordinated information from the areas of energy conservation; water quality, air quality, necessary regulations, implementation programs, cost, governmental sovereignty and responsibility, and social, environmental, and economic impact.

This plan is important, as is each component of the EMP series. The crucial impact, however, is the way in which this Region can put the component plans together and can carry out the consolidated goals and programs of a regional Environmental Management Plan.

Summary

MAJOR TOPICALS

RESPONSIBILITIES

FINDINGS

- * The Region's population will increase by almost 400,000 people (about 40% of the current population) by 2001.
- * The manner in which the Region accommodates the population increase will have major impacts on the physical and social environment.
- * The single most significant land use issue today is air quality. Other significant issues include water quality and supply, energy conservation, and urban development.
- * Current plans and policies do not fully address the significant regional land use issues.
- * A number of actions are available to cities and counties in the Region which will allow them to fully respond to the Regional Land Use issues.
- * There are no easy or painless answers to the land use questions facing us today--we will have to give up something in order to maintain a safe, healthy living environment in the future.

MAJOR PROPOSALS

- * Increase the number of people living in the existing urban areas in order to:
 - a) make the best use of existing facilities; and
 - b) keep people close to work and shopping.
- * Rehabilitate and redevelop the cities and suburbs before building new subdivisions.
- * Limit urban development on good agricultural land.
- * Improve the quality of the air by:
 - a) reducing automobile travel;
 - b) increasing the use of mass transit; and
 - c) limiting or prohibiting industry which pollutes the air.
- * Develop ways to save energy through development practices and construction design.

RESPONSIBILITIES

- * SRAPC will:
 - a) develop specific ways the major proposals can be accomplished;
 - b) work with cities and counties where needed to assist in accomplishing the proposals; and
 - c) evaluate the successes and failures of the efforts to carry out the proposals.

* The Cities and Counties will:

- a) make sure their areas develop in accordance with this plan;
- b) revise their current plans to reflect the policies of this plan; and
- c) keep their citizens informed as to the major environmental and land use issues and problems facing the Region.

* The citizens of the Region must:

- a) keep abreast of the major land use concerns; and
- b) voice their opinions so as to provide direction to their elected officials.

Introduction

PURPOSE

The Regional Land Use Plan: 2001 is being prepared as an opportunity for the Commission and its members to re-affirm or redirect current land use policies in light of new data, new regulations, and new ideas. Most of the land use related policies of the Commission were adopted as a part of the Physical Development Element in 1971 and revised in 1973. Since that time data regarding existing and projected population, levels of air and water pollution, availability of energy, and change in land use has been revised and updated. New federal regulations regarding air quality, water quality, and land use plans have been established since 1973. Proposals for improvements to the transportation system, prime agricultural land preservation, altering the residential character of the Region, and energy conservation have been suggested and in some cases adopted. All these factors can affect land use in one way or another. It is, therefore, advantageous for the Commission and its members to take a look at these factors in light of their currently adopted policies and see if there is a need or interest for change. The plan will be a catalyst for determining new ways to achieve current policies, the potential development of new policies, and understanding the consequences of actions based on those policies.

Additionally, the plan presents an alternative land use scenario based on a more rigid prioritization of development priorities and densities. The alternative, like the current plans alternative, will be tested through the Commission's environmental management planning process to determine its relationship to air quality, water quality, social, environmental, and economic goals of the Region.

SCOPE

This plan will explore how land use decisions must be made in light of existing social, economic and environmental requirements. City and County land use decision making processes, no matter how sophisticated, are not currently capable of including the range and technical specificity of factors now required by state and federal law and by local political pressures.

The SRAPC Environmental Management Planning Program will provide consistent and relatable information for seven key factors in environmental decision making:

- 1) achievement dates/progress toward solving problems
- 2) necessary controls
- 3) implementation programs
- 4) costs
- 5) responsibilities
- 6) social, environmental, and economic impacts
- 7) and land use, population, and employment distribution

The Commission recognizes the tendency to solve land use issues with the adoption of policies, maps, and zoning districts. The Commission urges its members rather to consider the central land use policies represented in this plan, and to assist the Commission and its Environmental Management Policy Committee in fleshing out the seven decision factors mentioned above. In the meantime, SRAPC wants your comments on the feasibility and acceptability of the implementation mechanisms (being developed with the assistance of local planning staffs) which are necessary to achieve land use objectives. Additional information on the assumed environmental, social, and economic impacts of this plan are contained on page 48. Further information on the relationship of land use to other plan components will be completed on the following schedule:

draft water quality plan - January 1978

draft air quality plan - July 1978

SRAPC will be prepared to complete the environmental decision making process (i.e., adopt a land use pattern and various specific implementation programs) by July 1979. That is a short period of time to wait for a quality and long lasting decision.

PROGRESS SINCE THE ALTERNATIVE FUTURES REPORT

In September, 1976, SRAPC published and distributed a report called the Regional Land Use Plan 2001: Some Alternative Futures. The purpose of the document was to stimulate discussion and thinking on a broad range of subjects related to land use in this Region for the next 25 years. A range of alternative futures was described in an effort to illustrate the variety change expected with differing approaches to land use and growth.

Response to this effort was limited, but did provide some insight into land use concerns in the Region. Two significant concerns tended to be raised through the comment process: 1) that regional planning activities were usurping local authority; and 2) inadequate safeguards exist to insure the protection of major environmental concerns, such as air quality, water quality, and prime agricultural lands. These concerns have directed staff effort since that time to analyze and evaluate the Regional Land Use Planning program in light of those concerns. The result has been the development of two alternative land use plans which describe a range of action for local government. One end of the spectrum is the Current Policies projection, which essentially is a composite of current regional and local plans and actions. At the other end of the spectrum is the Proposed Policies scenario, which describes some policies and measures which could further serve to protect critical environmental areas and meet federal and state environmental quality standards. The two scenarios together describe the probable range of land use activities in the Region for the next 25 years. The expected results of each are evaluated in terms of benefits and detriments to the citizens of the Region. More will be said of each later in the plan. For the present, the organization and direction of this Regional Land Use Plan is based in large part on the response to the Alternative Futures Report.

RELATIONSHIP TO OTHER PLANS

As alluded to earlier, this Land Use Plan is expected to update previously adopted land use policies of SRAPC. Since this is the first true regional land use plan, earlier adopted land use policies are contained in other categorical plans and elements. The primary documents this plan will amend are: 1) Physical Development Element; 2) Environmental Quality Element; 3) Conservation and Open Space Plan; 4) Transportation Plan; and 5) Energy Conservation Plan. Other developing plans which will be modified or influenced by the Land Use Plan Policies are: 1) Housing Plan; 2) Air Quality Plan; and 3) Water Quality Plan. Once adopted, the Land Use Plan will serve as the primary source document for land use related policies of SRAPC. It is expected that the eventual adoption of the Environmental Management Plan, of which the land use plan will be a part, will somewhat modify the Land Use Plan because of the Environmental Management Plan's more comprehensive consideration of development and environmental issues.

Existing Conditions

This section describes the data upon which the policies and recommendations of this plan area based. The information is expected to be used, along with the discussion of issues and problems, to develop sound, defensible reasons for whatever decisions are ultimately reached as a result of this plan. While the data does change (e.g., current population), it is as accurate as is presently available.

POPULATION

The Region's population stood at 898,329 in mid 1975 according to a 1975 special census of the population. Specific breakdowns of those people by jurisdiction, age and sex can be seen in the following tables.

Regional population trends are similar to state and national trends. For the first time since 1955, there will soon be more people over 30 than under and this majority will increase as the century nears its end. The main reason for this phenomenon is that the children of the post World War II baby boom are not building families as fast as their parents did. Of state and local significance is the emergence of the single person "family". While children born in today's families have slowed or have been postponed, the demand for housing has increased. The single persons and the increase of families being created are placing a tremendous pressure on the housing industry. Locally, population is growing at a decreasing rate. The Region's current growth rate is 1.57% annually, slightly higher than the state at 1.53%, for the period 1970 to 2001. The age distribution follows the national trends with skewing toward older age groups.

LAND USE

The Sacramento Region covers an area of approximately 3,317 square miles (2,123,123 acres). About 11% of the Region is urbanized (233,500 acres) although about 12% or 27,000 acres of that urban area is vacant. A major portion of the urban area consists of the Sacramento metropolitan area.

The remaining 89% of the Region consists of one type of non-urban open space or another. Almost half of the Region is cultivated, irrigated agricultural land (950,000 acres). This land lies generally down the middle of the Region, in the historical flood plains of the Sacramento and Feather Rivers. Most of Sutter County, the eastern two-thirds of Yolo County, and the Sacramento County delta area comprise the majority of these agricultural land, where the soil is rich and fertile.

The remaining 44% of the Region is dry pasture, forest, grass lands, water surface or vacant. The dry pasture areas, concentrated in southeastern Sacramento County and the middle of Yuba County, are used for grazing and non-intensive agricultural activities. The forest lands are concentrated in two areas: the Sierra Nevada mountains of northern Yuba County and the Vaca mountains of western Yolo County. The only commercial forestry activities in the Region are in Yuba County. Examples of vacant non urban land include tailings left from gold mining, marsh land, and vacant land on urban fringes.

REGIONAL LAND USE PLAN: 2001

1975 POPULATION^{1/} BY SEX

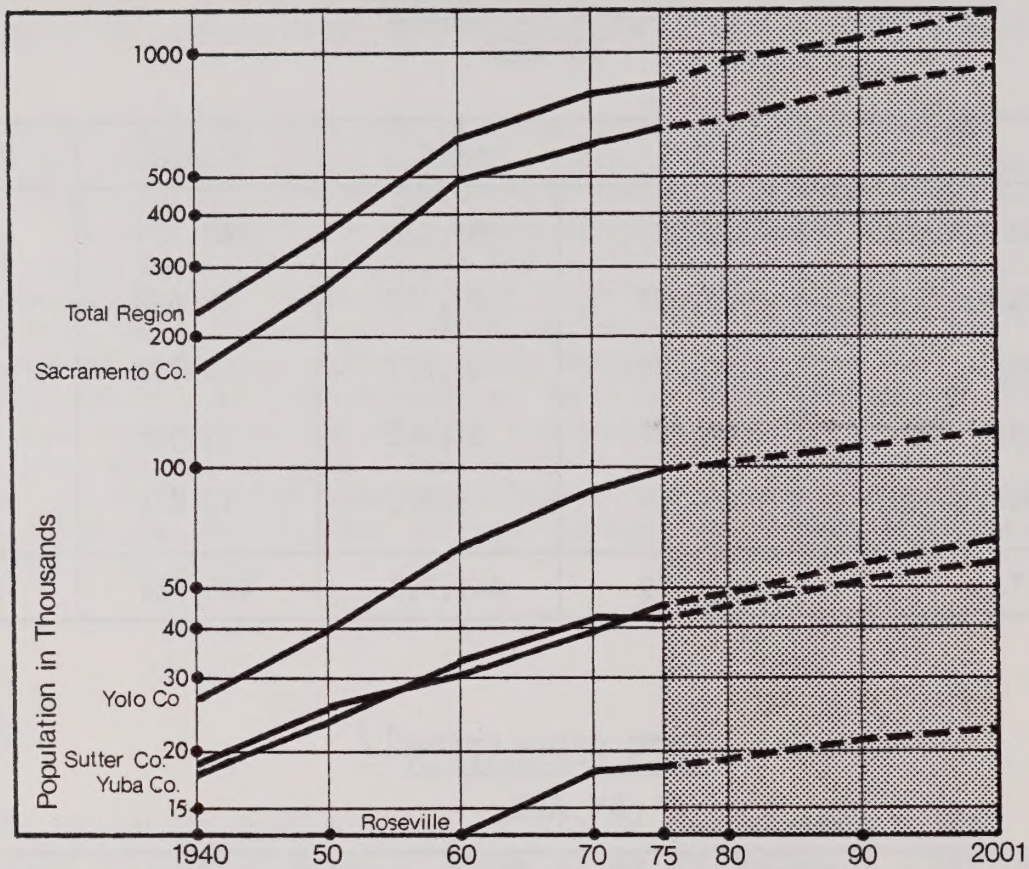
	TOTAL	MALE	FEMALE	UNKNOWN
Sacramento County	686,325	335,836	342,184	8,305
Sutter County	46,003	23,172	22,690	141
Yolo County	100,783	50,827	49,538	419
Yuba County	44,952	21,985	21,085	1,882
City of Roseville	20,266	9,972	10,229	65
TOTAL	898,329	441,792	445,726	10,812

1975 POPULATION^{1/} BY AGE

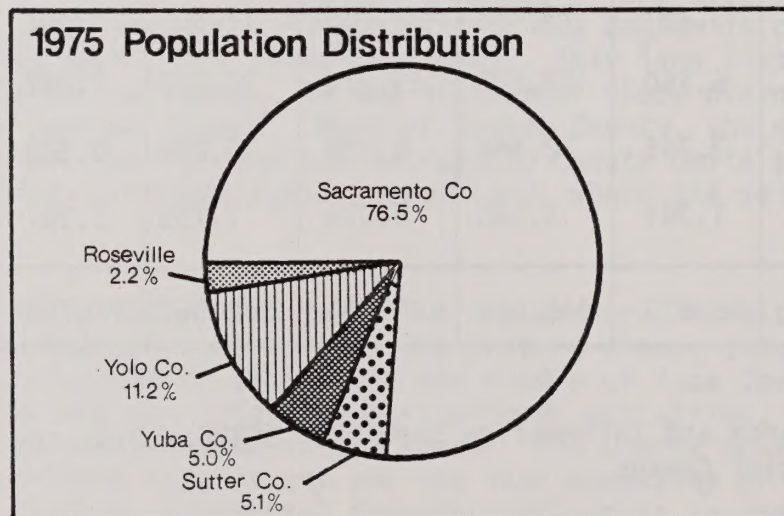
	Under 5	5-19 Yrs	20-29 Yrs	30-64 Yrs	Over 65	Un- Known	Median Age
Sacramento County	45,316	185,813	123,270	267,075	56,756	8,905	28
Sutter County	3,211	13,458	7,205	17,907	4,101	121	28
Yolo County	6,260	27,895	23,973	34,347	7,982	326	25
Yuba County	3,745	12,546	8,009	15,268	3,527	1,857	25
City of Roseville	1,341	5,350	3,378	7,756	2,387	54	29
TOTAL	59,873	245,062	165,835	342,353	74,753	10,453	--

^{1/} Source: Research and Information Services, SRAPC. Data are from 1975 Special Census.

Regional Population: Past, Present, and Future (current trends)



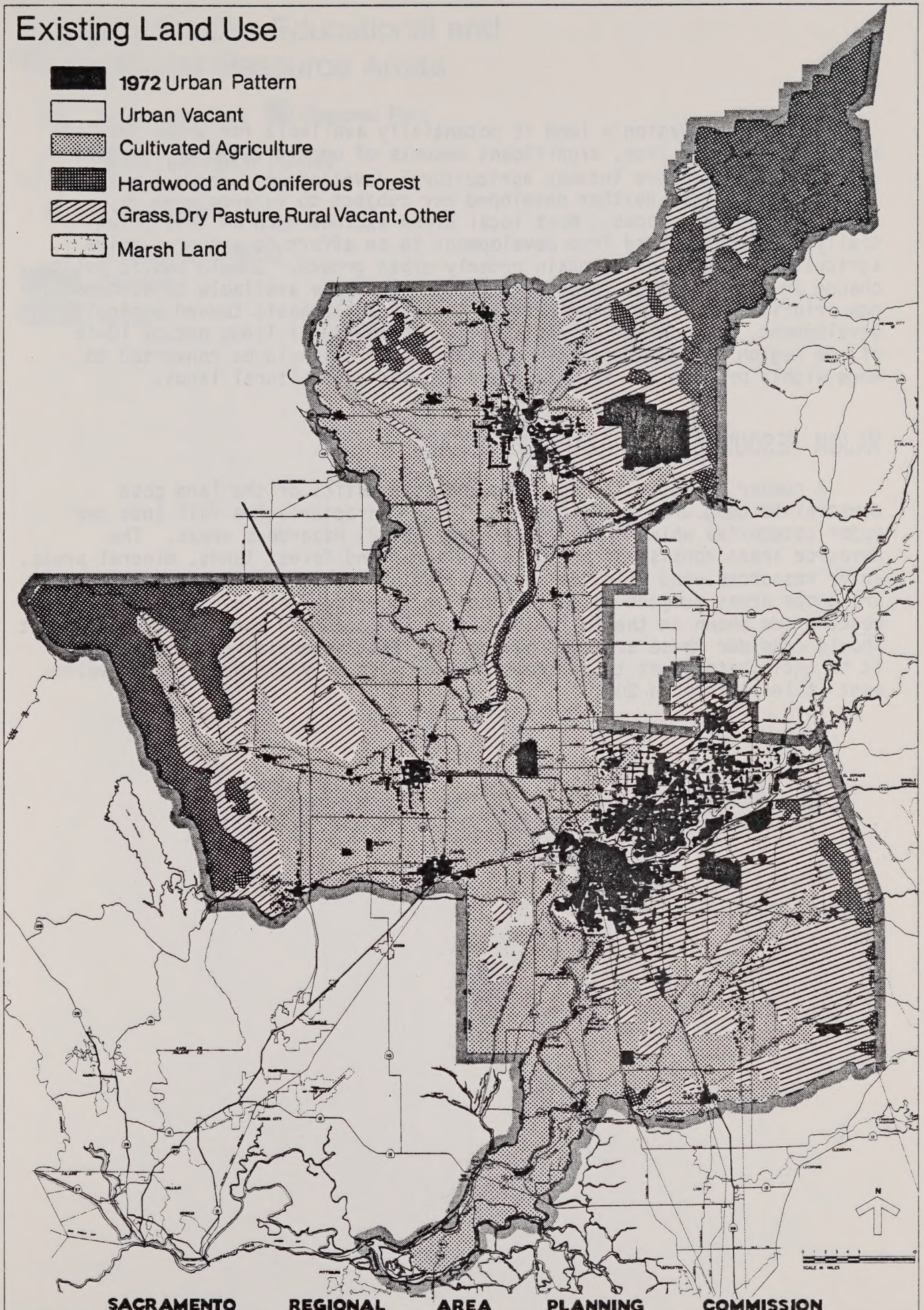
Source: Research and Information Section, SRAPC



Source: Research and Information Section, SRAPC

Existing Land Use

-  1972 Urban Pattern
-  Urban Vacant
-  Cultivated Agriculture
-  Hardwood and Coniferous Forest
-  Grass, Dry Pasture, Rural Vacant, Other
-  Marsh Land



SACRAMENTO

REGIONAL

AREA

PLANNING

COMMISSION

Much of the Region's land is potentially available for urban development. At the same time, significant amounts of uncultivated dry pasture are available for more intense agricultural development. About two-thirds of the Region today is neither developed nor subject to hazards such as flooding or steep slopes. Most local plans exclude much of this potentially developable land from development in an effort to preserve prime agricultural lands and maintain orderly urban growth. Should public policy change in those regards, over 1.4 million acres are available to accommodate new priorities. If those priorities include an emphasis toward agricultural development, marginal or potential prime agricultural lands occupy 10-15 of the Region as dry pasture or grass lands which could be converted to more highly productive, irrigated and planted agricultural lands.

MAJOR RESOURCE AND HAZARDOUS AREAS

A number of naturally occurring characteristics of the land pose constraints upon urban development. These characteristics fall into two major categories which are: 1) Resource and 2) Hazardous areas. The Resource areas consist of prime agricultural and forest lands, mineral areas, water resources, and wildlife and riparian habitats. The Hazardous areas are those areas subject to earthquakes or flooding. All of the areas of concern are shown on the following maps. The planning for future development should consider these areas as having the least potential for development. It is anticipated that these areas will be virtually excluded from development at least through 2001.

Scenic Scientific Educational and Recreational Resource Areas

 Community Park
  Regional Park

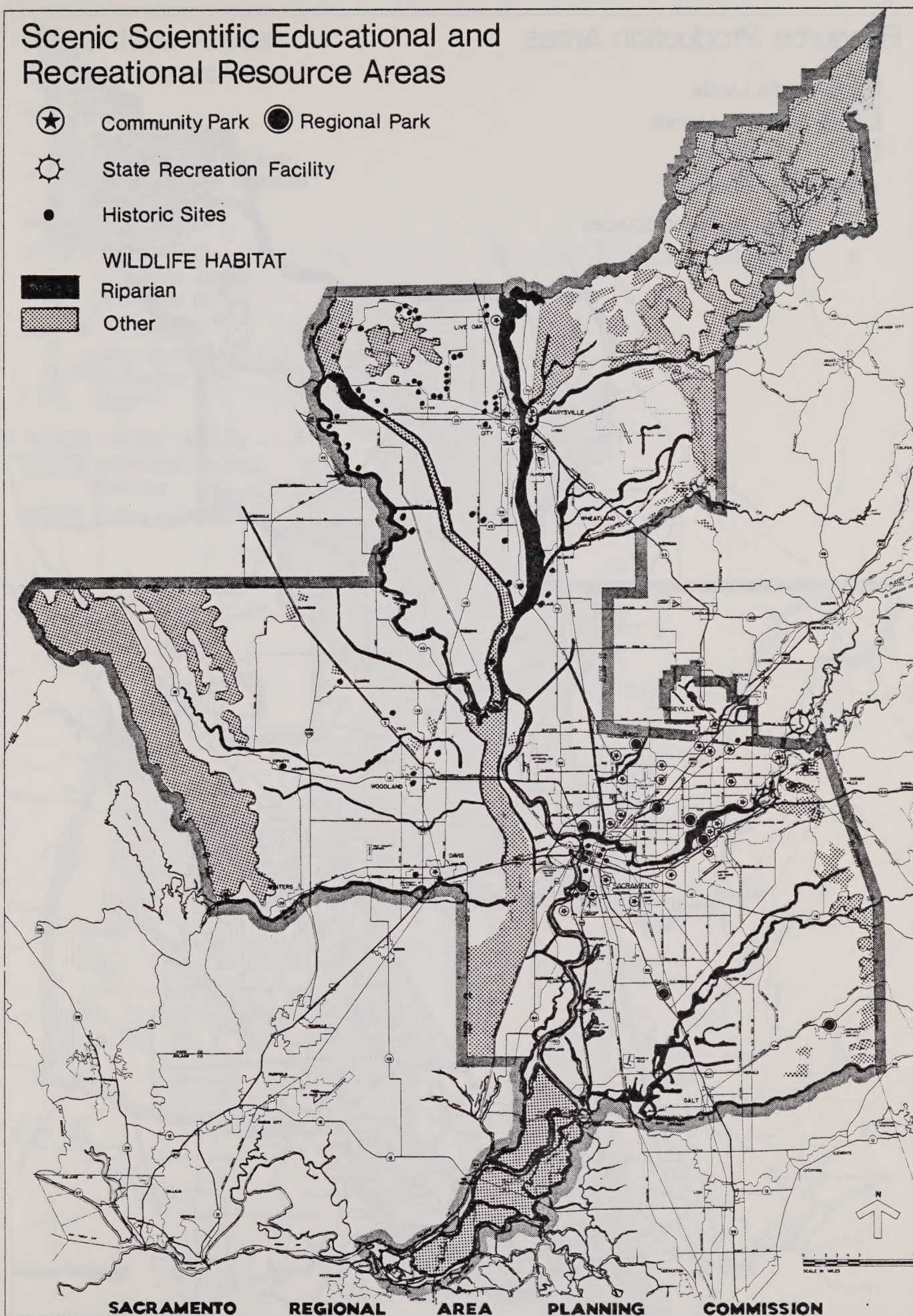
 State Recreation Facility

 Historic Sites

WILDLIFE HABITAT

 Riparian

 Other



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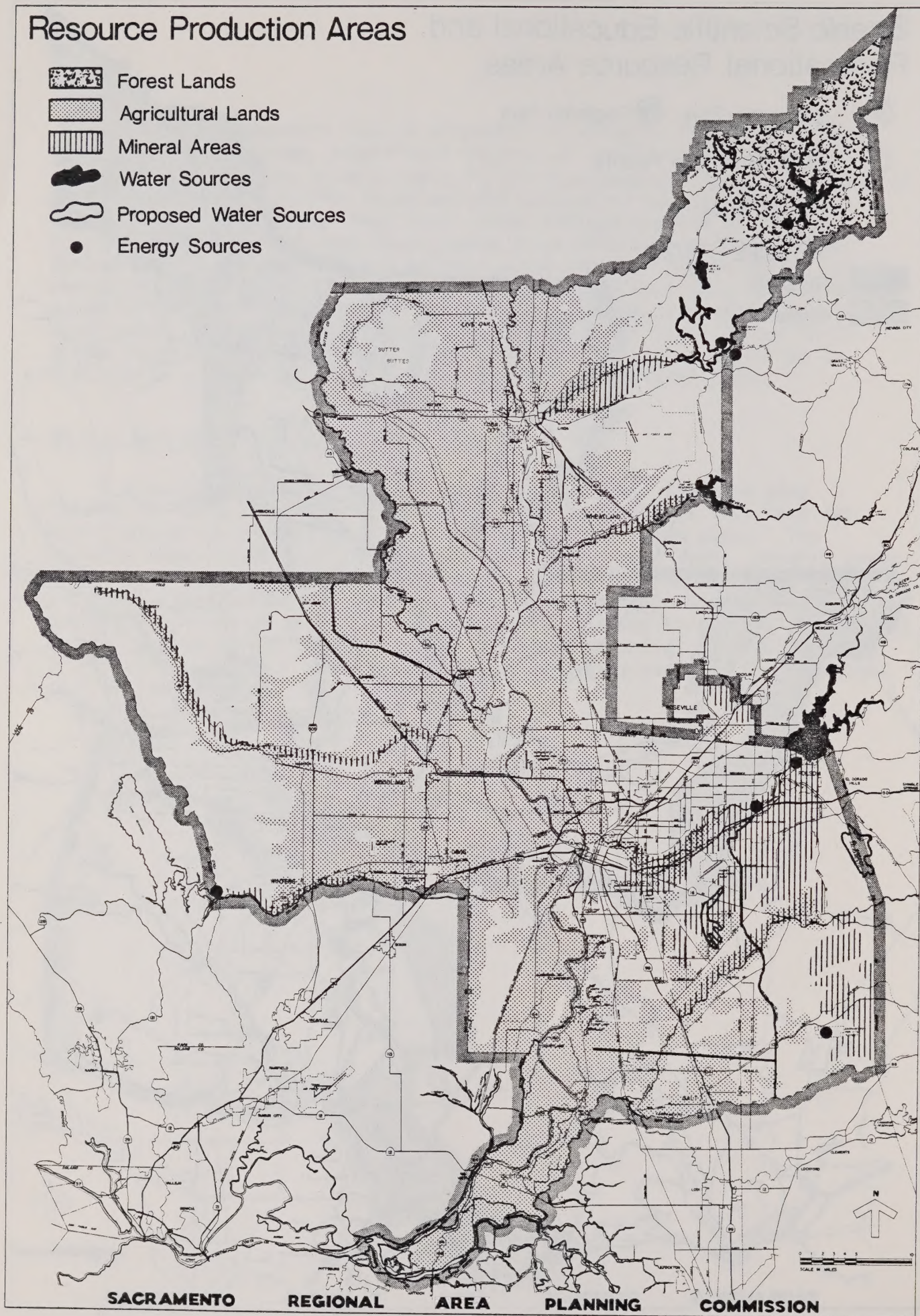
AREA

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Resource Production Areas

-  Forest Lands
-  Agricultural Lands
-  Mineral Areas
-  Water Sources
-  Proposed Water Sources
-  Energy Sources



Hazardous Areas

GEOLOGIC HAZARD AREAS

FAULTS

- With Surface Rupture
- - - Where Approx. Location
- Where Concealed
- ▲ Thrust Fault

EPICENTERS

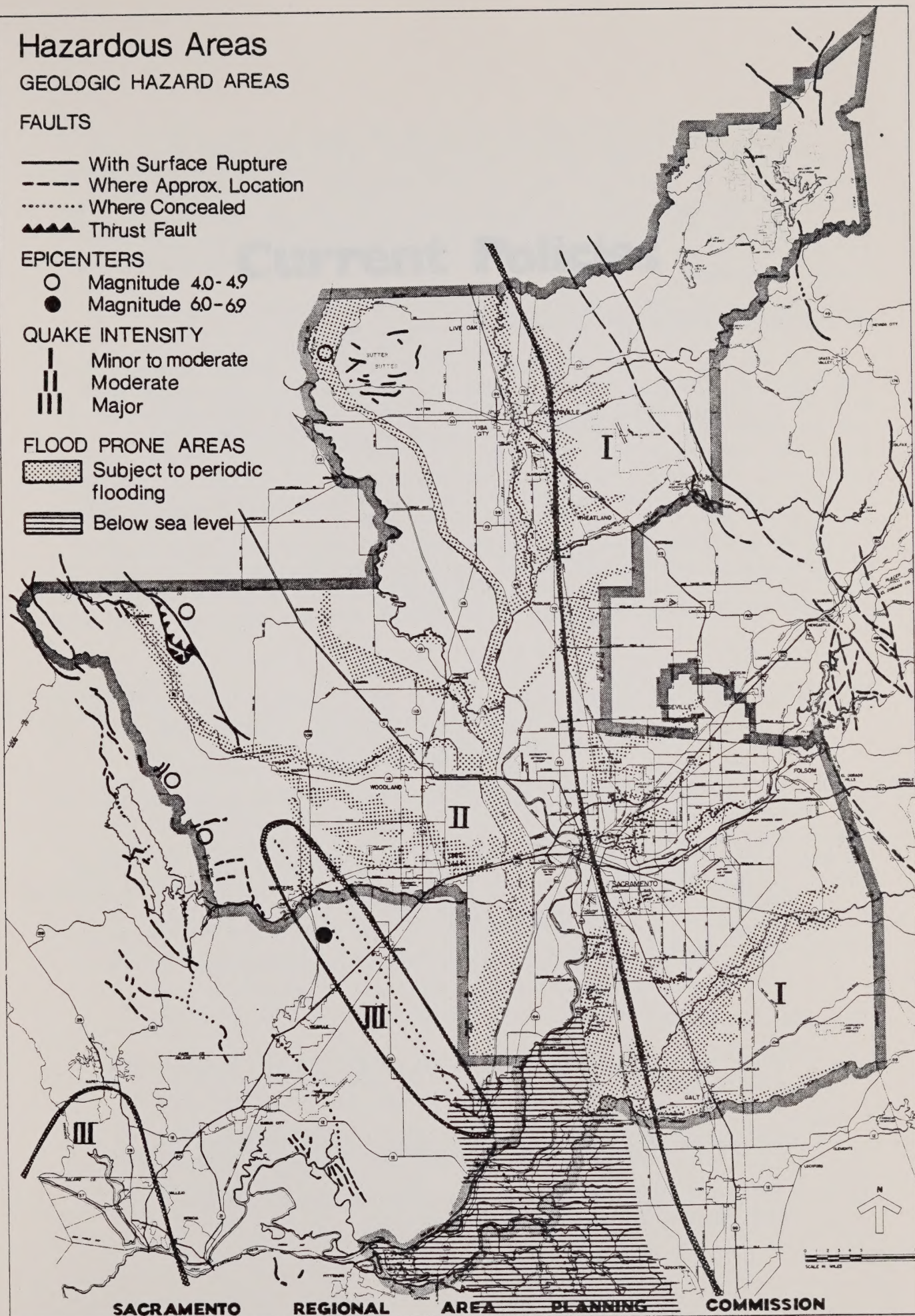
- Magnitude 4.0-4.9
- Magnitude 6.0-6.9

QUAKE INTENSITY

- I Minor to moderate
- II Moderate
- III Major

FLOOD PRONE AREAS

- ▨ Subject to periodic flooding
- ▧ Below sea level



Current Policies

This section will provide an overview of land use planning in the Region over the last few years. The significant issues which have been concerns will be outlined. The policy statements in response to those issues will be described. Those policies will then be evaluated in light of the concerns raised by the major issues addressed in this plan, namely air quality, water quality, energy conservation, urban development, and growth management.

REGIONAL OVERVIEW OF CURRENT PLANS

The regional issues have been oriented around a general concern for the impact of urban growth on the natural environment. The issues were: filling in skipped over urban lands, prime agricultural land preservation and protection of riparian and wildlife habitats. The identification of the issues was based upon information developed in citizen forums, advisory committees, and public hearings. The response to the issues was the adoption of goals and objectives recommending courses of action for member cities and counties which will satisfactorily resolve those issues. The goals and policies listed below are the adopted land use related policies from primarily the Physical Development and Environmental Quality Elements of the Regional General Plan. They are reiterated here to establish the policy base upon which the remainder of this plan will grow.

REGIONAL LAND USE GOAL: TO DEVELOP AND ENFORCE LAND USE POLICIES THAT MAINTAIN AND IMPROVE THE QUALITY OF THE ENVIRONMENT

In the Sacramento Region, most of the urban land is in the valley, on relatively high quality soils, along or near important waterways, and generally in historic flood plains. These are, environmentally, among the worst areas to build cities. Some of the related costs (i.e., flood control systems) are also extremely high. In any realistic planning program, however, these urban areas must be considered as given, a starting point. The task at hand is to ensure necessary future development will have a minimal environmental impact within the framework of economic reality.

LAND USE POLICIES:

- A. Land use planning should be based on the natural capabilities of the land.
- B. The use of skipped-over lands within present urban areas should be promoted prior to expansion into open space lands.
- C. Lands not now committed to urbanization should be made available only upon demonstrated need.

- D. Growth should be guided to minimize the urban development of prime agricultural soils and to reduce potential conflicts with the agricultural economy.
- E. Industrial land uses should be compatible with surrounding land uses and located in areas where they present the least environmental impact.
- F. Lands designated for preservation as "Open Space" should be included in land use plans, and policies should be implemented to protect them from development.
- G. Local government should take special precautions to identify and preserve areas of riparian or streambed habitat, especially within urban areas.

RESIDENTIAL DEVELOPMENT

The economic implications of providing urban services demand that a great deal of consideration be given to our land development practices. Careful programming of facility extensions and staged development of urban areas seems essential to maximize our relatively limited financial resources.

POLICIES:

- A. Lands not now committed to urbanization should be made available only upon a demonstrated need. The amounts and locations of such additional lands should be guided by cities and counties through the programmed extension of public utilities.
- B. The full development of skipped-over vacant lands within the urban area should be promoted. Those lands skipped-over in the period of rapid growth can and should accommodate a sizable portion of the anticipated growth.
- C. An appropriate amount of easily accessible land should be made available for residential development to assure the continued growth and prosperity to all communities.
- D. Urban residential areas should be located where a full range of urban services and facilities can be provided most efficiently and economically.
- E. The overall extent of the urban area should be kept to a minimum consistent with the size of the anticipated population.

AGRICULTURAL LANDS

Due to the pressures of urbanization, agricultural lands need special consideration to ensure their continued availability. Such lands are important, both for their benefits to a diversified regional economy and for their intrinsic value as open space to assure the continued livability of the urban areas.

The Region's agricultural lands are not only a vital part of the regional economy and setting, but also play a prominent part in supplying the State and nation with food and fiber. These lands must be conserved for continued agricultural production and for their open space value. In these endeavors, particular attention must be given the "prime" agricultural lands. Those lands with highest production capabilities must be delineated and protected from further urban encroachment.

POLICIES

- A. Growth should be guided to minimize the urban development of prime agricultural soils and to reduce potential conflicts with the agricultural economy.
- B. Premature and scattered urban developments which would have an adverse affect on agricultural practices should be discouraged.
- C. Lands within the urban perimeter which have been by-passed in the process of development should be utilized before urbanization reaches out to absorb additional agricultural lands.

ENVIRONMENTAL QUALITY

The quality of the environment must be of paramount importance in any planning program. Clean air, clean water, a pleasing landscape, protection of wildlife, reduced noise - all of these and many more environmental aspects must be considered as a part of any physical development proposal.

In the not too distant past, these aspects of our surroundings were almost secondary considerations in planning programs. Relative cost and measurable benefits were virtually the only criteria for project evaluation. The Region's population will become greater, although the growth rate will not be as rapid as had been expected. The larger population and the increased per capita consumption and waste disposal will place tremendous pressures on our resource base. In spite of these pressures, the Region's communities have an opportunity to meet these challenges. Growth with quality and growth in harmony with the ecologic system are desirable qualities to be sought.

POLICIES

- A. The long-term qualitative effects of all projects on the ecologic system should be considered in their evaluation.
- B. Concern for the ecologic balance should be incorporated into the regular planning process of all units of government.
- C. A qualitative priority system should be established to evaluate projects that will negatively affect the ecological balances, but are necessary for meeting the needs of the Region's population.
- D. Urbanization should be directed to areas where the environmental quality will be the least impaired.
- E. Building and development codes should be revised to encourage good environmental design and more efficient use of the land.

In addition to the goal and policy statements above, the Commission also maintains an adopted schematic representation of the Regional Land Use Policy in the form of a Physical Development Element map. The map is schematic in nature and is designed to reflect overall development patterns. Only the most prominent features and highly generalized land uses are shown to portray the recommended growth directions in gross terms. This is in keeping with the philosophy of a regional plan as a framework within which local plans and specific regional facility plans can be developed.

The recommended urban development pattern is essentially a modified extension of current trends. Several factors have influenced this approach: 1) population projections for 1990 justify only a limited expansion beyond the current urban perimeter; 2) most communities within the Region have adopted plans which express locally felt needs and desires; and 3) there are in existence many commitments (land development proposals, public works construction) which cannot be revoked. Within these constraints the Plan assumes that the citizen's goals can be achieved by refining development practices to meet higher standards of environmental quality and setting priorities to assure orderly expansion.

TRANSPORTATION

The Region's dispersed residential, commercial, agricultural, and industrial activities pattern is served by an extensive roadway network which enables residents to reach most destinations conveniently by automobile and to efficiently move goods between farm, market, and processor. Because most residents of the Region have access to automobiles, the population is geographically very mobile. Those who do not have access to an automobile are at a distinct disadvantage, however. Mass transit services cannot currently completely compensate for the lack of an automobile because of the dispersal of population and activity and because of the low level of

transit service available in most areas. The land use pattern and level of transit service will have to change to bring the service and the population closer together if transit is to become more useful.

POLICIES

- A. Actions should be pursued at the local level to alter long-term travel demand through the use of effective land use planning. These actions should be implemented immediately to realize the benefits at the earliest possible date.
- B. The auto travel-increasing effects of urban sprawl ought to be a major factor in evaluation of development proposals.
- C. All new developments should be reviewed for their potential impact on both short-term and long-term energy consumption by transportation sources. Average trip length and the type of transportation service required or encouraged are two criteria which should be used to evaluate new developments.
- D. The Commission supports the alteration of local subdivision ordinances to require the development of bicycle and pedestrian facilities within the subdivision designed to have the shortest possible distances, and not necessarily following streets.
- E. Plans for the use of land surrounding public and military use airports should be prepared to:
 - . minimize community exposure to hazard and noise;
 - . prevent impairment of airport operational safety; and
 - . guide and control future development to restrict incompatible use.
- F. The effects of airport operation on the environment and surrounding communities should also be a determinant of the continued development of an airport.
- G. The Airport Land Use Commission and local governments should pursue active roles in assuring land use compatibility around airports.
- H. The location of new airports, and the continued development of existing airports, should be compatible with local plans.

LOCAL PLANS

Each of the sixteen member jurisdictions has its own adopted land use policies and schematic representation of those policies (a map). These policies and maps are what the actual decisions regarding land use are based upon. The decisions are not based upon the regional policies (although some local plans are in part based upon the regional policies). There is a general compatibility of the local and regional policies at a level which suggests that urban development be balanced with environmental concerns. Beyond that, the variety of local land use policies is wide ranging and often quite different (e.g., neighboring jurisdictions maintaining land use

plans with total holding capacity substantially greater than combined population projections). And up until recently there really has not been much reason for getting all the local plans to be regionally compatible. Coordination of population projections and transportation plans has led to some local policy changes, but very little need has been apparent for one city's residential densities and industrial land use to be related to the rest of the Region. In fact, the Regional policy has been one of non-involvement in local land use issues, such as residential densities, location of commercial and industrial facilities, and zoning practices. Consequently, the Regional policies have not significantly impacted most local land use issues, since those issues are ordinarily not regional in scope.

A composite map representing local land use policies projected to the year 2001 has been included to provide some regional focus to those local plans. Some assumptions, which have Regional implications, are included on this composite. The assumptions include:

- a) The population of the Region will increase to about 1.3 million by 2001.
- b) The automobile will continue to be the dominant mode of transportation.
- c) The transit system will continue to expand its service area to include more suburbs and outlying cities and towns.
- d) Federal Air Quality Standards will not be met through land use controls.
- e) Overall energy consumption will continue to increase but per capita consumption will decrease.
- f) The present system of property taxation will remain unchanged.
- g) Guidance for urban development will continue to be based upon local plans.
- h) Residential densities may increase slightly.
- i) Areas identified by local plans as being of significant or critical environmental concern will not be completely preserved or protected.
- j) Public facilities will be provided upon demand when possible.
- k) The existing undiversified economic base will continue to dominate the economic character of the Region, with government providing the major employment base.
- l) Employment centers will continue to decentralize throughout the Region.

IMPLICATIONS

Probably the most significant implication of local plans as they are currently formulated is the relatively low density projected for future development. This is a current trend which, if unaltered, will place major demands for expansion of current urban areas in order to accommodate the expected 400,000 more people by 2001. The continuation of current residential densities combined with little change in major employment centers indicates a high probability of major increases in automobile use. It also would indicate major increases in impervious surfaces and extensions of sewer and water facilities, both of which have major implications for water quality. Generally, the continuation of existing development patterns implies little support for the achievement of air quality standards through land use planning. That means that in order to achieve standards member jurisdictions would have to look toward potentially less palatable methods such as gas rationing or severe permit limitations for sewer and water hook-ups. It has not been conclusively demonstrated that land use planning supportive of air and water quality standards will be the complete solution to achievement of standards, but it seems to be a potentially effective and more acceptable approach than some of the alternatives.

The plans do support a continuation of the current life style of the Region in terms of the suburban living environment. The demand for single family homes is expected to remain high, albeit at a lower level in light of increasing costs. The current plans will well serve that trend through continued provision of significant amounts of new low density residential areas.

In order to accommodate these demands, the current plans permit an expansion of urban use into presently undeveloped land. That expansion requires more urban services, greater travel time and, in some cases, conversion of productive agricultural land. This trend is generally contrary to general policy statements at both the Regional and local levels.

The continued expansion of low density urban areas also has significant implications for transit service. The low density residential areas are the most difficult and costly to service with any form of public transit, especially a fixed rail system. Current public policy generally encourages the expansion and support of public transit services, yet low density residential areas make providing that transit service increasingly more difficult to accomplish. The current plans indicate no substantial improvement in that problem area, which would indicate a deterioration in overall service as the communities expand.

Issues

The current land use plans for the Sacramento Region reflect the social and political issues of the early 1970's. The plans are based upon the then-newly established policies of staging urban development; prohibiting sprawl in new, non-urban areas; encouraging development within areas served by existing sewer and water facilities; and maintaining the basic California residential pattern of low density, single family houses. The current land use plans represent a compromise between environmental and developmental goals that was logical and appropriate for the situation in the early 1970's. Many of the current plans represent a new level of activism from local government in attempting to manage development.

Today, however, there are several major issues that were not fully addressed in the current plans. Some of these issues have only come into clear focus in the last few years or months. Some of these issues cannot fit into the historic local planning processes and would cause major changes to existing development practices and in fact to existing life styles.

For purposes of this plan, four of these new issues have been identified and will be discussed briefly. At issue is the extent to which current plans address the issues of:

- 1) air quality
- 2) water quality and sewage system costs
- 3) energy conservation
- 4) urban development concerns - specifically the cost of housing

AIR QUALITY

The Sacramento Region has serious air quality problems. Unless these problems are solved in the next few years, the Region will not be able to grow. The problems are the levels of oxidants and of carbon monoxide that exist, often at levels significantly above the national ambient air quality standards. Potentially, these problems will become worse unless effective steps are taken to prevent this from happening.

There are six related approaches to controlling air pollution.

- 1) Stationary source emission controls - controls on the amount of pollution emitted from a stationary source (i.e., industry).
- 2) Mobile source emission controls - controls on the amount of pollution emitted from a mobile source (i.e., catalytic converters on automobiles).
- 3) Stationary source limits - limits on the number of controlled stationary sources allowed within an area.
- 4) Mobile source limits - limits on the use of automobiles and other mobile sources through travel restrictions, transit incentives, etc.

- 5) More effective controls on "area source" emissions - reducing the individually small, but collectively significant amount of emissions produced by the use of some paints, solvents, space heaters, etc., and
- 6) Creating a development pattern that, in the long run and with the parallel development of an effective mass transportation system, reduces the use of the automobile.

Previous studies and past experience have shown that any effective air quality program for the Sacramento Metropolitan Area must contain significant progress in each of these six areas.

The importance of achieving the national ambient air quality standards (NAAQS) has become clearer recently. First of all, the fact that the NAAQS are based on health requirements has been reinforced through continuing studies and in testimony before Congress on the Clean Air Act Amendments of 1977. Secondly and pragmatically, the Clean Air Act Amendments themselves contain specific funding sanctions against those areas that do not take appropriate action to achieve standards by 1987. The sanctions include the loss of federal air, sewer, and transportation funds. The sanctions could come as soon as July 1, 1979.

The implications of the Clean Air Act Amendments on this Region are simply that unless the member Cities and Counties develop and carry out a plan to achieve the NAAQS by December 31, 1987, the growth of the Region will be limited pretty much to the capacities of the existing sewer and transportation systems. In order for the Region to continue to grow and develop, it must prepare and use a plan that will achieve clean air standards by 1987. Under the law, the option of not preparing an air quality plan means there will be no federal funds to support growth.

The Commission is involved in a detailed air quality maintenance plan project that will produce a plan and program for meeting the NAAQS. Previous studies have indicated that current local plans will not meet the air quality standards. It appears that more compact and higher density urban development patterns, coupled with various emissions controls and source limitations and an effective transportation system, will allow the Region to meet the clean air standards.

WATER QUALITY AND SEWAGE SYSTEMS COSTS

Water Quality in the Sacramento Region is generally quite good. The major water quality factors have been solved through extensive and expensive sewage systems and treatment facilities. The remaining problems (agricultural runoff, urban stormwater runoff, siltation and turbidity, and septic tank problems in some areas) are technically difficult to define and institutionally difficult to solve, but do not appear at this time to pose serious problems.

The problem with the water quality management system in the Sacramento Region is that it costs so much money. The current major sewage project being undertaken by the Sacramento Regional County Sanitation District is projected to cost approximately \$398,000,000. ^{1/} This project is especially costly and especially beneficial because it "regionalizes" the sewer systems for most of the urban portion of Sacramento County, including the City of Sacramento. Twenty-one existing sewage treatment plants will be replaced by a major regional plant, and effluent discharge to the American River and its tributaries will be eliminated.

Because of the way Sacramento has developed (suburban leap-frog developments organizing many special sewage districts, water districts and other special districts), the regional sewage project required the construction of large and long interceptor sewers to carry sewage from the suburban northeast area to the new regional plant located south of the City. The interceptors will cost an estimated \$125 million. ^{1/} Had Sacramento developed in a different manner, either physically in a more compact manner, or institutionally with new subdivisions being served by a central sewage district, the interceptor costs could have been substantially lower. A challenge to the Region is whether future development in this Region can be done in a manner, physical and institutional, that will keep the cost of sewage transport to a minimum.

The Commission is involved in preparing a Water Quality Management Plan that will address the water quality issues noted at the beginning of this discussion. The Plan will also estimate the impact of a compact urban growth land use pattern on the costs of the necessary sewage treatment systems in the Region. A compact urban development pattern and the use of centralized sewage facilities and districts would mean that some facilities (existing, under construction, or in the design phase) will reach capacity sooner than projected and would have to be expanded; other facilities would not reach design capacity within the projected (and perhaps bonded) time frame.

ENERGY CONSERVATION

In 1976 and 1977 SRAPC produced a Regional Energy Conservation and Use Plan. The purpose of the plan is to assist and encourage the Cities and Counties of the Sacramento Region to enact programs to conserve non-renewable energy resources. The plan identifies residential use and transportation use as the largest energy consuming activities. The plan suggests several land use related activities that could help conserve energy. The land use related conservation programs fall in two areas: the siting and design of new structures and the development of a compact land use pattern that would reduce the average home-to-work trip length and would make alternatives to the use of the automobile more attractive.

^{1/} Sacramento Regional County Sanitation District, Annual Report FY 76-77
June 27, 1977.

The energy plan makes the following land use related findings:

Siting

- * Siting of new structures is the single-most useful energy conservation design feature. The major window exposures should face south (to gain the winter sun) or north to avoid the intense summer heat from the east and west. Such siting offers six times more savings of energy than ceiling insulation.
- * Building and subdivision codes may have strict requirements regarding lot usage, which can make impossible the use of siting flexibility to take advantage of natural influences (e.g., wind, sun) for energy requirement reductions. Current design requirements and practices often encourage wasteful use of space with narrow side yards, large ornamental front yards, and small backyards, all of which could be better designed for energy conservation techniques.

Transportation

- * Transportation uses account for about 26% of the national energy consumption and about 40% of California consumption.
- * In California, home-to-work commuting accounts for almost half of the state's transportation energy usage.
- * Gasoline consumption for cars is the single largest use of fossil fuels, which are nonrenewable and will continue to become more scarce and expensive.
- * The efficient use of land will be a highly important energy conservation program in the long run, especially relating to transportation development. More compact and contiguous urban development would result in potential energy savings in operating and maintenance requirements (e.g., police and fire patrols, school bus routes and other urban services). More efficient use of land and transportation is often possible by locating centers of multiple-activity (employment, shopping, education) so they can be served by public transit systems. The lengthy lead-time required for land use changes mandates that attention be paid to relating land use and transportation energy now, so that potential savings might be possible in the future.

URBAN DEVELOPMENT CONCERNS

HOUSING

The Commission has produced a draft Regional Housing Plan (November, 1977) that identifies a number of truly significant housing problems in this Region. Some of the major findings related to land use planning are:

- * There are 61,000 families in the Sacramento Region that are not adequately housed.
- * There are 13,000 substandard housing units in the Region; 11,000 of them are occupied.
- * The average cost of a house is beyond the reach of the average income family, especially those just entering the housing market.
- * Housing costs are increasing faster than income.
- * Cities and counties have important new active roles to play in helping meet the housing needs of low and moderate income families.
- * Actual housing costs can be reduced through the innovative use of subdivision and zoning controls.
- * The number of occupants per household is decreasing, requiring more new housing units for the projected population increases than currently planned.
- * The Region will need approximately 173,000 new housing units by 1995.

These findings identify two land use related themes that are not fully addressed in current plans:

- 1) reducing the cost of housing,
- 2) determining the location of the new units needed beyond current plan projections.

There are two methods of reducing actual housing costs to families:

- a) reducing land and construction expenses (smaller lot size, smaller units, common walls, etc.), and
- b) reducing the operational costs of housing (insulation, life line utility packages, etc.).

It is apparent that housing costs can be reduced through innovative use of zoning and subdivision ordinances and building codes. It is also clear that the cost of housing will increase again if the supply of housing is not adequate.

Because of the current trend towards smaller household size, the current plans do not provide enough area for necessary housing development at current low densities. The current plans must then be modified in one of two ways: increase the area to be urbanized or increase the allowed densities within the currently planned urban area.

Proposed Policies

The goals and policies which follow are intended as an alternative to those listed in the Current Plans section of this Plan. Implications of adoption of these policies are discussed thoroughly in the subsequent section on Implementation beginning on page 43. They are being proposed for analysis and testing and are intended to be directly responsive to the current land use issues. In most cases this alternative is a more detailed statement of current policies. In other areas, particularly residential densities and urban limits, some distinct changes in current policy are considered. In all cases the alternative is designed to consider and evaluate a set of policies which maximize responsiveness to critical environmental issues through land use planning.

REGIONAL LAND USE GOAL

To guide land use decisions so as to protect and enhance environmental quality, minimize the waste of energy, resources, and public funds.

1. LAND USE POLICIES:

- A) New urban development in the Region shall be located according to the following priorities:
 - 1) first priority - renew and maintain existing urban areas;
 - 2) second priority - develop vacant land that is within existing urban areas and presently served by streets, water, sewer and other public services; and
 - 3) third priority - where it is necessary to develop land outside existing urban areas, only develop land that is immediately adjacent to the existing areas.
- B) Restrict the extension of urban services (sewers, roads, freeways, electricity) into areas not identified in plans for contiguous urban growth.
- C) Prohibit "leap-frog" development beyond existing urban fringes to control adverse impacts on significant resource areas.
- D) Encourage the full use of the authorities of the Subdivision Map Act to require developer-built service facilities to reduce public costs.
- E) Encourage plans, projects, and programs which treat land as a resource rather than a commodity.
- F) Protect pre-existing uses unless they are adverse to well-defined public interests.

2. RESIDENTIAL DEVELOPMENT POLICIES:

- A) Action should be taken to substantially increase residential densities along major transportation corridors within urban areas and near employment centers in conjunction with improved transit service;
- B) Develop strategies to encourage construction of housing that meets the needs of low and moderate income families, including revision of zoning and subdivision ordinances to allow smaller lot size and cost reducing cluster techniques;
- C) Each jurisdiction should plan for those employment generators necessary to support a "fair share" of the Region's low income households; and
- D) Establish and maintain a distribution of low and moderate income housing which leads to balanced communities and avoids impaction of low income areas.

3. AGRICULTURAL DEVELOPMENT POLICIES:

This plan encourages:

- A) Taxation laws which support farming.
- B) Programs and plans retaining agricultural lands in production, if joined with public commitments to protect farming from adjacent use conflicts and inequitable taxation.
- C) Restraint of urban growth from conflict with agricultural lands capable of sustained production, especially those which are "prime."
- D) Energy production use of those agricultural wastes not usable for on-site soil fertilization.
- E) Programs enabling farms to install alternative, non-fossil fuel energy-generation equipment.

4. AIR QUALITY POLICIES: 1/

- A) Land use plans should promote compact urban forms to stabilize or reduce commuting distances and car pollutant production.

1/ This section may be amended as the SRAPC Air Quality Maintenance Plan progresses.

- B) Reduce the reliance on the automobile as the primary form of urban transportation as funds and alternative systems become available.
- C) Modify or deny industrial and commercial developments which would, individually or collectively, contribute to violation of ambient air standards.
- D) Protect air quality levels required for agricultural productivity.

5. WATER QUALITY POLICIES 1/

- A) Reduce impervious surfaces in construction and flood control projects to permit on-site percolation and groundwater recharge.
- B) Support agricultural practices which minimize chemical and nutrient runoff, erosion, and siltation.
- C) Protect groundwater recharge areas from encroachment by construction and prevention of groundwater overdraft.
- D) Use checkdams in mountain gullies to restrain surface water runoff for groundwater recharge.

6. ENERGY CONSERVATION POLICIES

- A) Prohibit urban sprawl and leapfrogging in order to stabilize or reduce commuting distances and fuel usage.
- B) In-fill vacant urban lots and increase residential density in the inner city to reduce commuting distances and fuel usage.
- C) Site utilization and construction design should make maximum use of natural influences (sun, wind).
- D) Appropriate self-contained technology should be advanced for rural housing providing the highest level of environmental protection measures are taken and governmental services cost are not adversely increased.

7. TRANSPORTATION POLICIES

- A) Within the Sacramento Urbanized Area, utilize land use planning to facilitate significant reduction in automobile travel and to enhance the viability of alternative means of passenger transportation. Specifically, land use planning practice should result in:

1/ This section may be amended as SRAPC "208" planning progresses.

- 1) significantly increased densities in multiple activity centers (e.g., residential, commercial, recreational concentrations) identified in general plans.
 - 2) multiple activity centers in transportation corridors.
 - 3) restraint of urban expansion beyond presently urbanized corridors.
 - 4) central locations for major government offices and services.
 - 5) review of all new development proposals for their potential impact on both short-term and long-term energy consumption by transportation (e.g., through changes in average trip length and the kind of transportation service required or encouraged).
 - 6) avoidance of major trip generating activity centers on the urban fringe.
 - 7) local subdivision ordinances which require the development of bicycle and pedestrian facilities having the shortest possible distances (not necessarily following streets).
- B) In the rural and small urban areas of the Region, require transportation facilities planning as local plans dictate to discourage urban sprawl and leapfrog development, and decrease the need for additional transportation facilities.
 - C) Reduce the conflicts between land use and transportation plans on a regional basis.
 - D) Require routing, construction, and operation of transportation facilities to protect environmental quality.
 - E) Restrict the further relocation of major State and County offices to dispersed suburban areas in the Sacramento Urbanized Area.

8. PROJECT DESIGN AND SITING POLICIES

- A) Design and site of non-urban development in a manner which is compatible with the existing natural environment, causing a minimum of disruption to terrain, vegetation, and significant resource areas, including mitigation of adverse impacts.
- B) Design urban development in a manner which is compatible with the physical setting and the community's best traditions, character, and liveability.
- C) Build structures which are energy efficient.

- D) Use non-impervious surfaces in constructions to permit rain-water percolation and, where economically feasible, alteration of existing sites.
- E) Support the efficient use of land, utilizing only that area necessary for the function intended.

9. INDUSTRIAL/COMMERCIAL DEVELOPMENT POLICIES

- A) Cluster compatible industries and commercial institutions in existing use areas, especially those serviced by transit, with staged growth outward as necessary.
- B) Modify or deny industrial or commercial developments which would, individually or collectively, contribute to violation of ambient air standards or water quality standards.
- C) Control encroachment by nearby uses which would conflict with existing or planned industry and commercial centers.
- D) Allocate industrial zoning to appropriate areas near primary job markets, distribution centers and transportation systems, based on realistic analysis of anticipated demands.
- E) Diversify economic activities which increase employment opportunities especially for low income and minority groups.
- F) Further the recreational and historic attractiveness of the Region to increase the tourism industry.

DEVELOPMENT PATTERN

A change in land use policies has implication for the development pattern of the Region. Just as current land use policy in the Region has been illustrated by use of a land use map, the proposed policies have also been graphically portrayed. Some notable distinctions between current plans and the proposal are apparent. Generally, the urban form tends to be more compact and of higher density in the alternative. Detailed distinctions are described below, but the overall intent of the map is to describe the direction of the alternative policies toward more efficient use and compact development of existing urban areas in an effort to improve air and water quality and energy conservation.

The alternative development pattern will be used, along with the composite of current plans not only for illustrative and discussion purposes, but also for testing in the air quality modeling program of the AQMP. As such, it will play an essential role in the determination of whether significant alterations in development patterns in the Region could have a significant and beneficial effect upon air quality. Present information indicates that such is the case, but the modeling process is expected to provide more conclusive information to confirm or reject such a notion.

The map depicts one interpretation of the land use pattern based on the proposed policies, and has been developed for testing, not as a proposed land use plan map. Once the implications of this kind of development pattern are documented, the Regional community will have the information necessary to assemble a new map, based upon adopted policies that will achieve the necessary air quality levels.

There should be a few words of explanation about the actual designations of land use on the map. First, the residential densities noted are ranges for new residential development. It is assumed that the portion of non-residential development within those areas (e.g., commercial, public, quasi public) will remain about the same so that where an area is depicted completely in residential, it is understood that some portion of those areas will not be residential. The scale of a regional plan is such that it is impractical and not very relevant to reach that level of detail.

Some areas depicted in the higher residential densities do not today approximate those densities. Those designations are suggesting that new development in those areas average those density ranges but do not suggest that all residential development, new and existing, will attain those densities.

The proposed policies suggest that the highest urban development priority be that of revitalization of existing urban areas. The most likely areas for concentration efforts toward that end is in the existing core areas of the Region's cities. Generally, those areas are currently the most densely populated in the Region and contain major employment generators. The development pattern reflects and builds upon these characteristics by designating new residential development in such areas at 75 dwelling units per acre for the central city of Sacramento and at 25 units per acre for the other cities. Again, while more conclusive information will not be available until after the completion of the AQMP work, indications are that such residential density averages are possible with adequate government action and potentially beneficial to improvement of air and water quality and energy conservation efforts. It is anticipated that 20%-25% of the existing urban cores could be redeveloped in the next 25 years at these densities.

The development pattern also reflects a policy of very restricted increase in urban employment centers and transportation corridors. The areas depicted as urban expansion areas (third priority) are generally in very close proximity to the urban centers and have good transportation facilities. In the case of Southport, expansion of that area is wholly dependent upon the improvement of access. Until such improvement, it is not anticipated that the area will expand appreciably. In the case of the South Natomas area, significant increases in densities currently proposed are suggested to maximize the advantages of the area as to access and proximity to the urban core and locate as many people as possible in the area. The same is true for the remaining vacant land along the I-80 and Highway 50 corridors in the Sacramento Urban Areas.

CHANGE FROM CURRENT POLICY

The proposed policies are intended to replace current land use policy. In some cases that replacement is simply rewording or non-substantive change. In other cases there are significant changes from current policy. Additionally, a few new policy areas have been added. An overview of these proposed changes is in order.

LAND USE POLICIES: The general intent of the land use policies remains the same--to encourage compact, contiguous, efficiently-served urban growth. The proposed policies have gone further than the current policies in providing a specific prioritization for new development. Coupled with a clear implementation program, these proposed policies provide more specific direction to member cities and counties with regard to type and location of new land use.

RESIDENTIAL DEVELOPMENT POLICIES: The proposed policies represent a significant departure from current policies which focus on accommodating demand for new residential land in an orderly manner. The proposed policies suggest instead an effort to increase densities, thereby reducing the need for urban expansion. The proposal calls for a change in the housing supply and rejects the policy that whatever the demand is, it will be accommodated. Proposed residential development policies also suggest that land use decisions must be sensitive to the housing needs of all income groups, particularly when efforts are undertaken to alter the current development trends which tend to make access to housing more restrictive and expensive.

AGRICULTURAL DEVELOPMENT POLICIES: The proposed agricultural policies are very similar to current policy. The changes suggested are intended to strengthen the policies by providing more direct statements of need (e.g., encouragement of taxation laws). The policies also reflect specific concerns for energy conservation.

AIR QUALITY POLICIES: The proposed policies essentially add a new section of land use policy where none existed previously. Generally, policies expressing concern for air quality have been included in current plans but do not specifically identify necessary air quality related land use policy. The proposed set of policies provides some of those policies.

WATER QUALITY POLICIES: As with air quality policy, no set of water quality policies specifically related to land use has been prepared. The proposed policies are intended to help fill that void.

ENERGY CONSERVATION POLICIES: Recent adoption of the energy conservation plan has established the Commission's newest policy statement. The land use related policies in that plan are reflected here as proposed policies.

TRANSPORTATION POLICIES: The proposed transportation policies are based upon the demands of particular land use patterns on the transportation system, and the resulting impact on air quality. The proposed policies suggest strong, specific land use policies with regard to transportation. The current policies express general concerns without specific problem identification.

PROJECT DESIGN AND SITING POLICIES: No current policies existed previously in this subject area. The proposed policies add depth to current policy regarding urban development but do not represent change of any current policy.

INDUSTRIAL AND COMMERCIAL DEVELOPMENT POLICIES: As with the previous policy area, this section of proposed policies represents a new policy area for land use. The policies are compatible with other current and proposed policy subject areas which encourage orderly, compact growth.

IMPLICATIONS

Recognizing that the proposed policies and the development pattern have yet to be proven through the analysis and testing which is currently taking place, some general conclusions can be drawn should the plan be implemented. First, land use planning in the Region would be constrained by the issues of air and water quality and to an extent energy conservation. This means that the Region and the member cities and counties would be party to a coordinated comprehensive effort to address those critical issues as a single voice.

Secondly, significant revisions of city and county plans and programs would be necessary to adequately implement the proposed policies. In some cases, minimum residential densities would exceed maximums permitted under current zoning. In those cases, zoning changes or revisions or both would be required. In other cases, cities or counties would have to insist upon higher densities than are currently being built. That implies some direct influence upon the housing market, which is still dominated by the popular low density, single family subdivision.

Thirdly, the successful implementation of the proposed plan will mean less reliance on harsher, less palatable methods of achieving air quality standards. The policies proposed here will have a significant, beneficial effect on air quality. They will allow cities and counties to avoid less acceptable methods of achieving standards. It is generally recognized that the institution of more land use controls and regulations is not a very attractive prospect in the Region, yet in the face of much more strict limitations on personal freedom, such as gas rationing or the prohibition of all new development, land use regulations seem to be the most reasonable and publicly acceptable approach. That is the premise upon which this alternative is based.

And again, it is important to remember that the Clean Air Act effectively gives the Region two choices: develop and follow a plan to achieve clean air standards, or stop growing when current sewer and transportation facilities reach capacity. The implication of the proposed plan is that the Region can continue to grow and develop.

Implementation

The adoption of the proposed policies and development strategy would indicate an interest to take action based upon those policies. The following tables summarize the probable actions necessary for the Commission and its members to move toward implementing those policies. This discussion will also provide additional information with which to further evaluate the proposed policies. Understanding the specific implications of a particular policy is essential for it to be effectively and meaningfully adopted and put to use. A policy which is too difficult to implement, but remains "on the books" is worse than no policy at all, for it fastens a false sense of reliance and security.

Each of the actions has a year noted in parenthesis. The particular action should be accomplished by that year. All of the actions are suggested to be accomplished by 1983. As the actions near completion an evaluation of successes, failures, and new problems will occur and a revised program will be developed. It is the intent of this section to set objectives for plan implementation which can be measured and evaluated.

1) Land Use

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| <p>A) New urban development in the Region shall be located according to the following priorities:</p> <ol style="list-style-type: none"> 1) first priority - renew and maintain existing urban areas; 2) second priority - develop vacant land that is within existing urban areas and presently served by streets, water, sewer and other public services; and 3) third priority - where it is necessary to develop land outside existing urban areas, only develop land that is immediately adjacent to the existing areas. <p>B) Restrict the extension of urban services (sewers, roads, freeways, electricity) into areas not identified in plans for contiguous urban growth.</p> <p>C) Prohibit "leap-frog" development beyond existing urban fringes to control adverse impacts on significant resource areas.</p> <p>D) Encourage the full use of the authorities of the Subdivision Map Act to require developer-built service facilities to reduce public costs.</p> <p>E) Encourage plans, projects, and programs which treat land as a resource rather than a commodity.</p> <p>F) Protect pre-existing uses unless they are adverse to well-defined public interests.</p> | <p>a) Initiate follow-up studies where necessary to assist member jurisdictions. (1979)</p> <p>b) Develop methodology to be used by cities and counties to encourage the private redevelopment of existing urban cores. (1979)</p>
<p>a) Assist members in their efforts to identify service extension needs and limitations. (on-going)</p> <p>a) Comment negatively in the A-95 Clearinghouse process on all proposals which encourage or enable leapfrog development. (on-going)</p> <p>a) Prepare model ordinance and guidelines for use by members in requiring developers to bear all development costs. (1980)</p>
<p>a) Develop guidelines and recommendations for decisionmaking. (1980)</p> | <p>a) Revise General Plans to reflect prioritization of development. (1979)</p> <p>b) Initiate program to induce redevelopment and reuse of existing urban cores. (1980)</p>
<p>a) Identify areas for extensions of facilities and utilities in 5 year increments and base capital improvement programs on those 5 year plans. (1980)</p> <p>a) Deny subdivisions, rezonings, or general plan amendments which would cause leap-frog development. (on-going)</p> <p>a) All member cities and counties should adopt ordinances and guidelines requiring full development costs to be borne by developers. (1981)</p> <p>a) Adopt and implement recommendations. (1981)</p>
<p>a) Recognize through decisionmaking process. (on-going)</p> |
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2) Residential Development

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| <p>A) Action should be taken to substantially increase residential densities along major transportation corridors within urban areas and near employment centers; in conjunction with improved transit service;</p> <p>B) Support the development of strategies to encourage construction of housing that meets the needs of low and moderate income families, including revision of zoning and subdivision ordinances to allow smaller lot size and cost reducing cluster techniques;</p> <p>C) Each jurisdiction should plan for those employment generators necessary to support a "fair share" of the Region's low income households; and</p> <p>D) Establish and maintain a distribution of low and moderate income housing which leads to balanced communities and avoids impaction of low income areas.</p> | <p>a) Provide guidelines for specific densities necessary to accomplish Regional Goals. (1979)</p>
<p>a) Analyze specific needs and requirements for such strategies. (1980)</p>
<p>a) Work with member jurisdictions to determine necessary amendments to local plans. (1981)</p>
<p>a) Develop long range plan to insure a balanced distribution of housing opportunities. (1979)</p> | <p>a) Require minimum densities in the designated higher density areas which are consistent with those designations. (1981)</p> <p>b) Revise plans and zoning codes to reflect higher densities where appropriate. (1981)</p> <p>c) Prohibit new low density residential or other conflicting development in high density areas. (1981)</p>
<p>a) Incorporate strategies into planning and decisionmaking process. (1981)</p>
<p>a) Revise current plans to reflect recommended amendments. (1981)</p>
<p>a) Incorporate long range plan for balanced distribution into current plans. (1980)</p> |
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3) Agricultural Development Policies

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| <p>This plan encourages:</p> <p>A) Taxation laws which support farming.</p> <p>B) Programs and plans retaining agricultural lands in production, if joined with public commitments to protect farming from adjacent use conflicts and inequitable taxation.</p> <p>C) Restraint of urban growth from conflict with agricultural lands capable of sustained production, especially those which are "prime."</p> <p>D) Energy production use of those agricultural wastes not usable for on-site soil fertilization.</p> <p>E) Programs enabling farms to install alternative and non-fossil energy-generation equipment.</p> | <p>a) Assist member jurisdictions in initiation of Williamson Act where not presently used. (1982)</p> <p>b) Analyze the implications and need for preservation of potential prime agricultural lands. (1981)</p> <p>c) Develop recommendations for introducing energy conservation techniques to agricultural activities. (1982)</p> | <p>a) Adopt and maintain Williamson Act program. (1983)</p> <p>b) Prohibit conversion of prime agricultural land to urban uses where not presently planned for and included in land use plans. (on-going)</p> |
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4) Air Quality

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| <p>A) Land use plans should reflect compact urban forms to stabilize or reduce commuting distances and car pollutant production.</p> <p>B) Reduce the reliance on the automobile as the primary form of urban transportation as funds and alternative systems become available.</p> <p>C) Modify or deny industrial and commercial developments which would, individually or collectively, contribute to violation of ambient air standards.</p> <p>D) Protect air quality levels required for agricultural productivity.</p> | <p>a) Prepare and adopt interim regional land use plan reflecting compact urban form. (1978)</p> <p>b) Test interim plan to determine effectiveness in improving air quality. (1978)</p> <p>c) Revise plan accordingly and adopt. (1979)</p> <p>a) Continue to study alternative systems. (1980)</p> <p>a) Develop assessment methodology to determine collective compliance of industrial/commercial developments with air quality standards. (1980)</p> <p>a) Determine type of amount of pollutants dangerous to agricultural production. (1982)</p> | <p>a) Revise plans to reflect results of Regional land use and air quality planning recommendations. (1979)</p> <p>a) Implement results of assessment methodology study. (1981)</p> <p>a) Initiate programs necessary to maintain air quality at appropriate levels to protect ag production. (1983)</p> |
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5) Water Quality

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| <p>A) Reduce impervious surfaces in construction and flood control projects to permit on site percolation and groundwater recharge.</p> <p>B) Support agricultural practices which minimize chemical and nutrient runoff, erosion, and siltation.</p> <p>C) Protect groundwater recharge areas from encroachment by construction and prevent of groundwater overdraft.</p> <p>D) Use checkdams in mountain gullies to restrain surface water runoff for groundwater recharge.</p> | <p>a) Develop guidelines for the preservation of water quality through land use measures. (1978)</p> | <p>a) Implement guidelines through amended plans, policies, and programs. (1979)</p> |
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6) Energy Conservation

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| <p>A) Prohibit urban sprawl and leap-frogging in order to stabilize or reduce commuting distances and fuel usage.</p> <p>B) In-fill vacant urban lots and increase residential density in the inner city to reduce commuting distances and fuel usage.</p> <p>C) Site utilization and construction design should make maximum use of natural influences (sun, wind).</p> <p>D) Appropriate self-contained technology should be advanced for rural housing providing the highest level of environmental protection measures are taken and governmental services costs are not adversely increased.</p> | <p>a) Negatively comment through A-95 Clearinghouse on all proposals likely to encourage sprawl or leap-frog development. (on-going)</p> <p>b) Provide research and analysis for members with regard to methodologies for more effective utilization of natural energy sources. (on-going)</p> <p>c) Recommend specific programs for energy conservation. (1980)</p> | <p>a) Deny rezonings, subdivisions and general plan amendments which will cause urban sprawl or leap-frog development. (on-going)</p> <p>b) Implement appropriate energy conservation standards in plan and permit review process. (1982)</p> <p>c) Initiate energy conservation programs where appropriate. (1982)</p> |
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7) Transportation

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| <p>A) Within the Sacramento Urbanized Area, utilize land use planning to facilitate significant reduction in automobile travel and to enhance the viability of alternative means of passenger transportation. Specifically, land use planning practice should result in:</p> <ol style="list-style-type: none"> 1) significant increased densities in multiple activity centers (e.g., residential, commercial, recreational concentrations) identified in general plans. 2) multiple activity centers in transportation corridors. 3) restraint of urban expansion beyond presently urbanized corridors. 4) central locations for major government offices and services. 5) review of all new development proposals for their potential impact on both short-term and long-term energy consumption by transportation (e.g., through changes in average trip length and the kind of transportation service required or encouraged.) 6) avoidance of major trip generating activity centers on the urban fringe. 7) local subdivision ordinances which require the development of bicycle and pedestrian facilities having the shortest possible distances (not necessarily following streets). | <p>a) Revise transportation plans to be consistent with proposed land use policy. (1980)</p> | <p>a) Revise general plans to be consistent with proposed policy. (1981)</p> |
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POLICIES	REGIONAL RESPONSIBILITIES	CITY/COUNTY RESPONSIBILITIES
B) In the rural and small urban areas of the Region, require transportation facilities planning as local plans dictate to discourage urban sprawl and leapfrog development, and decrease the need for additional transportation facilities. C) Reduce the conflicts between land use and transportation plans on a regional basis. D) Routing, construction, and operation of transportation facilities to protect environmental quality. E) Restriction of the further relocation of major State and County offices to dispersed suburban areas in the Sacramento Urbanized Area.	b) Prepare specific proposals for revisions to local plans consistent with proposed policy. (1980) c) Work with member jurisdictions in specifically relating regional land use policy to local transportation plans. (1981) d) Work with appropriate transit operators to ensure adequate transit service to those higher density residential areas. (1981)	b) Require action consistent with proposed policy, particularly in the areas of increased density, location of major trip generators, and transit service. (1981)
8) <u>Project Design and Siting</u>		
This plan encourages:		
A) Design and site non-urban development in a manner which is compatible with the existing natural environment, causing a minimum of disruption to terrain, vegetation and significant resource areas, including mitigation of adverse impacts. B) Design urban development in a manner which is compatible with the physical setting and the community's best traditions, character, and liveability. C) Build structures which are energy efficient. D) Use non-impermeable surfaces in constructions to permit rainwater percolation, and, where economically feasible, alteration of existing sites. E) Support the efficient use of land, utilizing only that area necessary for the function intended.	a) Work with member jurisdictions in the development of specific guidelines and recommendations for their review of land use related proposals. (on-going)	a) Implement guidelines in review process. (1983)
9) <u>Industrial/Commercial Development</u>		
A) Cluster compatible industries and commercial institutions in existing use areas, especially those serviced by transit, with staged growth outward as necessary. B) Modify or deny industrial or commercial developments which would, individually or collectively, contribute to violation of ambient air standards or water quality standards. C) Control encroachment by nearby uses which would conflict with existing or planned industry and commercial centers. D) Allocate industrial zoning to appropriate areas near primary job markets, distribution centers and transportation systems, based on realistic analysis of anticipated demands. E) Diversify economic activities which increase employment opportunities especially for low income and minority groups. F) Further the recreational and historic attractiveness of the Region to increase the tourism industry.	a) Initiate a study of a comprehensive evaluation process for commercial and industrial development to determine regional standards for type, size, location, intensity, and timing of such developments. (1981)	a) Utilize results of Regional study to revise existing plans and review processes. (1983)

Impact Assessment

LAND USE POLICIES

POLICY:

- A) NEW URBAN DEVELOPMENT IN THE REGION SHALL BE LOCATED ACCORDING TO THE FOLLOWING PRIORITIES:
- . FIRST PRIORITY - RENEW AND MAINTAIN EXISTING URBAN AREAS;
 - . SECOND PRIORITY - DEVELOP VACANT LAND THAT IS WITHIN EXISTING URBAN AREAS AND IS PRESENTLY SERVED BY STREETS, WATER, SEWER AND OTHER PUBLIC SERVICES; and
 - . THIRD PRIORITY - WHERE IT IS NECESSARY TO DEVELOP LAND OUTSIDE EXISTING URBAN AREAS, DEVELOP ONLY LAND WHICH IS IMMEDIATELY ADJACENT TO THE EXISTING URBAN AREA.

IMPACT ASSESSMENT:

Environmental: Beneficial. The resulting compact urban form should bring improvements in air quality and reductions in energy consumption. Premature or extensive development of third priority lands would result in loss of open space and, in some cases, productive farmland.

Economic: Mixed. May increase costs of urban land, but supports revitalization of inner city and enhances existing businesses.

Social: Mixed. May reduce choice of some housing types, but would also result in improved housing conditions generally and a generally improved urban environment.

Fiscal: Beneficial. Makes maximum use of existing public service facilities and limits need for costly service extensions.

POLICY:

- B) RESTRICT THE EXTENSION OF URBAN SERVICES (SEWERS, ROADS, FREEWAYS, ELECTRICITY) INTO AREAS NOT IDENTIFIED IN PLANS FOR CONTIGUOUS URBAN GROWTH.

IMPACT ASSESSMENT:

Environmental: Beneficial impacts on air quality, energy conservation, preservation of open space, farmland and other resource areas.

Economic: Mixed. May limit potential value and uses of outlying lands, but would have converse effect on urban lands, Protects farmland and other significant resource areas.

Social: Mixed. May cause some shifts in jobs and choice of housing, but would help preserve open space and would result in improved housing and other conditions in existing urban areas. Could hinder rural housing development.

Fiscal: Beneficial. Would limit public service costs.

POLICY:

C) PROHIBIT "LEAP-FROG" DEVELOPMENT BEYOND EXISTING URBAN FRINGES IN ORDER TO CONTROL ADVERSE IMPACTS ON SIGNIFICANT RESOURCE AREAS.

IMPACT ASSESSMENT:

Environmental: Beneficial. Will preserve valuable resources, the rural atmosphere and surrounding open space. Will consolidate the city, thereby reducing commuter length, energy usage and air pollution. Will allow mass transit systems to be more easily implemented.

Economic: Unclear. Could adversely affect growth of industry.

Social: Mixed. Reduces housing options but supports inner city revitalization.

Fiscal: Beneficial. This policy can greatly reduce costs of public services.

POLICY:

D) ENCOURAGE THE FULL USE OF THE AUTHORITIES OF THE SUBDIVISION MAP ACT TO REQUIRE DEVELOPER-BUILT SERVICE FACILITIES IN ORDER TO REDUCE PUBLIC COSTS.

IMPACT ASSESSMENT:

Environmental: To the extent this policy would help ensure compact urban development, environmental impacts would be beneficial.

Economic: Mixed. Service costs assumed by developer, but would be shifted to home buyers. Could limit options for large-scale developments.

Social: Mixed. Would help assure availability of public services in newly developing areas, but also could limit choice of housing due to increased purchase or rental costs. Could contribute to revitalization of existing urban areas.

Fiscal: Beneficial. Decreases public costs of providing services, makes new development pay its own way.

POLICY: E) ENCOURAGE PLANS, PROJECTS AND PROGRAMS WHICH
TREAT LAND AS A RESOURCE RATHER THAN A COMMODITY.

IMPACT ASSESSMENT:

Environmental: Beneficial. Although land development would necessarily continue to be influenced by economic considerations, the view of land as a resource deserving of public stewardship could help in the protection of significant resource areas, change public perceptions of the "highest and best use" of land, and eventually result in the evolution of a more rational, less costly, and less wasteful use of land resources.

Economic: Unclear. Would depend on the extent to which a changed public philosophy of land use was reflected in land regulation programs and the market place.

Social: Unclear. Similar to "economic assessment."

Fiscal: Unclear. Probably beneficial to the extent the costs of public services were reduced.

POLICY: F) PROTECT PRE-EXISTING USES UNLESS THEY ARE ADVERSE
TO WELL-DEFINED PUBLIC INTERESTS.

IMPACT ASSESSMENT:

Environmental: Beneficial. Preserves agricultural land and other resource production areas. Hinders urban sprawl, thus decreasing potential air pollution by decreasing length of commute.

Economic: Beneficial. Protects existing business, commercial and industrial growth from encroachment of competing and conflicting uses.

Social: Beneficial. Protects existing life style and is responsive to market demands to a certain extent.

Fiscal: Unclear. May affect potential revenues by not developing land.

RESIDENTIAL DEVELOPMENT POLICIES

POLICY: A) ACTION SHOULD BE TAKEN TO SUBSTANTIALLY INCREASE
RESIDENTIAL DENSITIES ALONG MAJOR TRANSPORTATION
CORRIDORS WITHIN URBAN AREAS AND NEAR EMPLOYMENT
CENTERS IN CONJUNCTION WITH IMPROVED TRANSIT
SERVICE.

IMPACT ASSESSMENT:

Environmental: Beneficial. Reduces distance population must travel, thereby reducing total vehicle miles traveled and total emissions.

Economic: Mixed. Will significantly increase land values in areas designated for high density but also cause a similar lessening of values outside designated urban area. May also enable more people to spend less on transportation by living closer to facilities.

Social: Mixed. May provide better housing opportunities for more people, but without substantial mitigation measures, it will cause an increased number of persons to be exposed to the adverse noise and air quality levels in proximity to major transportation corridors.

Fiscal: Beneficial. Will enable delivery of urban services, particularly transit, to be more efficient and economical.

POLICY:

B) SUPPORT THE DEVELOPMENT OF STRATEGIES TO ENCOURAGE HOUSING THAT MEETS THE NEEDS OF LOW AND MODERATE INCOME FAMILIES, INCLUDING REVISION OF ZONING AND SUBDIVISION ORDINANCES TO ALLOW SMALLER LOT SIZE AND COST REDUCING CLUSTER TECHNIQUES.

IMPACT ASSESSMENT:

Environmental: Unclear. May reduce urban sprawl.

Economic: Beneficial. Increases development jobs.

Social: Beneficial. Increases living options and improves housing conditions for low and moderate income groups.

Fiscal: None.

POLICY:

C) EACH JURISDICTION SHOULD PLAN FOR THOSE EMPLOYMENT GENERATORS NECESSARY TO SUPPORT A "FAIR SHARE" OF THE REGION'S LOW INCOME HOUSEHOLDS.

IMPACT ASSESSMENT:

Environmental: Unclear. Could cause significant land use policy changes in areas not currently supporting fair share of households.

Economic: Beneficial. Would cause increased opportunities for employment in some areas.

Social: Beneficial. Increases housing and employment options for low and moderate income groups.

Fiscal: Mixed. May redistribute governmental costs for housing and welfare programs.

POLICY: D) ESTABLISH AND MAINTAIN A DISTRIBUTION OF LOW AND MODERATE INCOME HOUSING WHICH LEADS TO BALANCED COMMUNITIES AND AVOIDS IMPACTION OF LOW INCOME AREAS.

IMPACT ASSESSMENT:

Environmental: None

Economic: Mixed. May cause increased opportunities for low and moderate income groups, but also lead to manipulation of market trends and demands.

Social: Beneficial. Lead to more positive, interactive living environments which further individuals' understanding of each other.

Fiscal: Unclear. Question of whether significant public expenditures are necessary to accomplish policy.

AGRICULTURAL DEVELOPMENT

POLICY: A) THIS PLAN ENCOURAGES TAXATION LAWS WHICH SUPPORT FARMING.

IMPACT ASSESSMENT:

Environmental: Beneficial. Maintains open space by ensuring farms can remain in operation. Tax pressures are a major reason for conversion of near-urban farmlands.

Economic: Beneficial. Taxation which is based on the use of the land rather than its potential use will support the continuation and economic viability of farming.

Social: Beneficial. Revised inheritance tax laws could reduce the impact upon family farms and help retain them.

Fiscal: Mixed. Losses of tax revenue will result. But, retention of farming also means these lands will not be developed and require public services.

POLICY: B) THIS PLAN ENCOURAGES PROGRAMS AND PLANS RETAINING AGRICULTURAL LANDS IN PRODUCTION IF JOINED WITH PUBLIC COMMITMENTS TO PROTECT FARMING FROM URBAN ENCROACHMENT, ADJACENT USE CONFLICTS, AND INEQUITABLE TAXATION.

IMPACT ASSESSMENT:

Environmental: Beneficial. See policy (A) above.

Economic: Beneficial. Ensures the continuation of the farming industry and acts to limit those conflicts which reduce its viability.

Social: Beneficial. Programs which lock farmlands into long term use (such as the Williamson Act, large lot zoning or mandatory programs as proposed in recent legislation) can be adverse to individual farmers unless encroaching conflicts and taxes are also controlled.

Fiscal: Beneficial. Does not permit taxation increases but also limits conversion of land to uses requiring public service.

POLICY:

C) THIS PLAN ENCOURAGES RESTRAINT OF URBAN GROWTH FROM CONFLICT WITH AGRICULTURAL LAND CAPABLE OF SUSTAINED PRODUCTION, ESPECIALLY THOSE WHICH ARE "PRIME."

IMPACT ASSESSMENT:

Environmental: Beneficial. Would cause the preservation of open space and limitation of areas subjected to urban change and pressures of degradation.

Economic: Mixed. Provides support to a major economic activity of the Region, but will limit options of owners of agricultural lands. Unclear impact on housing costs.

Social: Mixed. Reduces options for living environment but should lead to an improved urban environment.

Fiscal: Mixed. Would maximize use of existing facilities, but may cause increased property taxes.

POLICY:

D) SUPPORT ENERGY PRODUCTION USE OF THOSE AGRICULTURAL WASTES NOT USABLE FOR ON-SITE SOIL FERTILIZATION.

IMPACT ASSESSMENT:

Environmental: Beneficial. Reduces air pollution, makes productive use of natural resources ordinarily unused.

Economic: Unclear. Some collection and transportation costs likely, offset by revenue received from sale of wastes as fuel.

Social: None.

Fiscal: Unclear.

POLICY: E) SUPPORT PROGRAMS ENABLING FARMS TO INSTALL ALTERNATIVE, NON-FOSSIL FUEL ENERGY-GENERATION EQUIPMENT.

IMPACT ASSESSMENT: Environmental: Beneficial. Could result in improved air quality.

Economic: Beneficial. Stimulates supply industry.

Social: Unclear.

Fiscal: Adverse. Require public expenditures of funds to initiate and support programs.

AIR QUALITY

POLICY: B) LAND USE PLANS SHOULD PROMOTE COMPACT URBAN FORMS TO STABILIZE OR REDUCE COMMUTING DISTANCES AND CAR POLLUTANT PRODUCTION.

IMPACT ASSESSMENT: Environmental: Beneficial. Will decrease commuter distance, thereby decreasing air pollution and energy usage.

Economic: Mixed. May increase land acquisition costs but may decrease service costs. Supports revitalization of inner city.

Social: Mixed. Decreases length of commute but limits living environment options.

Fiscal: Beneficial. Decreases costs to expand existing services.

POLICY: A) REDUCE THE RELIANCE ON THE AUTOMOBILE AS THE PRIMARY FORM OF URBAN TRANSPORTATION AS FUNDS AND ALTERNATIVE SYSTEMS BECOME AVAILABLE.

IMPACT ASSESSMENT: Environmental: Beneficial. Reduces gas usage and emissions, thus reducing the amount of energy consumption and air pollution. Also, reduces the land needs for parking.

Economic: Mixed. Increases jobs involved with mass transit but decreases auto related jobs. Stimulates revitalization of the urban core.

Social: Mixed. Improves public health and safety. Will affect travel time and convenience either positively or negatively dependent on the efficiency of the mass transit system. Lower socio-economic groups and the elderly may be better served.

Fiscal: Mixed. Decreases revenues obtained from gas tax. There may be initial increased costs to subsidize the mass transit service until the public increases its usage, but less will be spent on air pollution abatement. Will support long range inward residential redevelopment and somewhat reduce fiscal costs caused by urban sprawl.

POLICY:

- C) MODIFY OR DENY INDUSTRIAL AND COMMERCIAL DEVELOPMENTS WHICH WOULD, INDIVIDUALLY OR COLLECTIVELY, CONTRIBUTE TO VIOLATION OF AMBIENT AIR STANDARDS.

IMPACT ASSESSMENT:

Environmental: Beneficial. Lessens amount of potential air pollution. Protects health and productivity of surrounding ecosystems. And, in the long run, lessens soil and water pollution caused by rain precipitating and depositing pollutants.

Economic: Mixed. Delays new industrial or commercial jobs, but may create new jobs to install and maintain pollution abatement devices. In the long run, an increase in diversified, non-polluting industry would be to the overall benefit of the Region.

Social: Beneficial. Protects the public's health and safety.

Fiscal: Beneficial. Decreases potential pollution abatement costs. May result in some short range loss of tax base.

POLICY:

- D) PROTECT AIR QUALITY LEVELS REQUIRED FOR AGRICULTURAL PRODUCTIVITY AND HUMAN HEALTH.

IMPACT ASSESSMENT:

Environmental: Beneficial. See policy (C) above.

Economic: Mixed. Promotes productivity, therefore promoting more agricultural related jobs and services. May add costs to other industries to implement pollution abatement devices. Would restrain regional and near-regional industrial development.

Social: Beneficial. Promotes public health and safety standards. May affect transportation modes, stimulate mass transit.

Fiscal: Mixed. Decreases pollution abatement costs. May force governmental investments for mass transit to be increased.

WATER QUALITY

POLICY:

A) REDUCE IMPERVIOUS SURFACES IN CONSTRUCTION AND FLOOD CONTROL PROJECTS TO PERMIT ON-SITE PERCOLATION AND GROUNDWATER RECHARGE.

IMPACT ASSESSMENT:

Environmental: Beneficial. Improved percolation to ground water supplies. Reduces storm water runoff and resulting stream pollution. Lessens "heat island" effect.

Economic: Unclear. Reduces concrete/asphalt sales, but creates demand for alternative materials. Creates need for landscaping.

Social: Beneficial. Improved groundwater supplies in the long run. The use of alternative construction materials should reduce urban monotony and improve liveability.

Fiscal: Beneficial. Reduced public expenditures for drainage. Supports "208" planning.

POLICY:

B) SUPPORT AGRICULTURAL PRACTICES WHICH MINIMIZE CHEMICAL AND NUTRIENT RUNOFF, EROSION, AND SILTATION.

IMPACT ASSESSMENT:

Environmental: Beneficial. Lessens impact of eutrophication such as: fish kills, sedimentation, algal blooms, water pollution caused by decomposition and less desirable fish inhabiting water. Improves turbidity, protects topsoil and prevents fish kills and/or diseases due to harmful effects of suspended matter and lowered rate of photosynthesis. Protects bottom dwelling aquatic life from being smothered with sediments.

Economic: Mixed. Requires labor intensive practices, use of natural fertilizers and decreased use of pesticides. (Biological pest control may be implemented.) Increases farm labor jobs. If practices are arbitrarily mandated, the farming industry could be seriously impacted.

Social: Beneficial. Improved public health and safety.

Fiscal: Beneficial. Lessens costs to purify water.

POLICY: C) PROTECT GROUNDWATER RECHARGE AREAS FROM CONSTRUCTION ENCROACHMENTS AND PREVENT GROUNDWATER OVERDRAFT.

IMPACT ASSESSMENT:

Environmental: Beneficial. See Policy (A) above. Also protects streams from encroachment, protecting their natural values.

Economic: Mixed. Limits areas available for growth, but protects the area's essential water resources.

Social: Beneficial. Protects groundwater supplies for all uses.

Fiscal: Beneficial. Reduced public expenditures for drainage.

POLICY: D) USE CHECKDAMS IN MOUNTAIN GULLIES TO RESTRIAN SURFACE WATER RUNOFF FOR GROUNDWATER RECHARGE.

IMPACT ASSESSMENT:

Environmental: Beneficial. See (A) above.

Economic: Unclear. See (A) above.

Social: Beneficial. See (A) above.

Fiscal: Beneficial. See (A) above.

ENERGY CONSERVATION

POLICY: A) PROHIBIT URBAN SPRAWL AND LEAP-FROGGING IN ORDER TO STABILIZE OR REDUCE COMMUTING DISTANCES AND FUEL USAGE.

IMPACT ASSESSMENT:

Environmental: Beneficial. Limits sprawl, thus preserving agricultural land and other resources. Decreases the length of potential commuter trips, therefore saving energy and decreasing air pollution. Concentrates the city so that mass transit is more easily induced. The Council on Environmental Quality believes that low density suburbs use 35% more water than urban areas. High density urban areas use 31% less energy, produce 45% less air pollution, and can save taxpayers as much as 44% in the cost of providing municipal services. Stops lineal development.

Economic: Mixed. Supports revitalization of inner city but may increase costs of new industry and residences due to probable higher property values. Stops lineal development.

Social: Mixed. Decreases length of commute but limits living environment options.

Fiscal: Beneficial. Decreases costs to expand existing services.

POLICY: B) IN-FILL VACANT URBAN LOTS AND INCREASE RESIDENTIAL DENSITY IN THE INNER CITY TO REDUCE COMMUTING DISTANCES AND FUEL USAGE.

IMPACT ASSESSMENT:

Environmental: Beneficial. The resulting compact urban form should bring improvements in air quality and reductions in energy consumption.

Economic: Mixed. May increase costs of urban land, but supports revitalization of inner city and enhances existing businesses.

Social: Mixed. May reduce choice of some housing types, but would also result in improved housing conditions generally and a generally improved urban environment.

Fiscal: Beneficial. Makes maximum use of existing public service facilities and limits the need for costly service extensions.

POLICY: C) SITE UTILIZATION AND CONSTRUCTION DESIGN SHOULD MAKE MAXIMUM USE OF NATURAL INFLUENCES (SUN, WIND).

IMPACT ASSESSMENT:

Environmental: Beneficial. Conserves nonrenewable resources and lessens future needs for energy production facilities and their pollutants.

Economic: Beneficial (in the long run). Initial fixed cost of installation can be regained in all sectors through lower life cycle costs.

Social: Beneficial. Reduces operating costs for the consumer.

Fiscal: None.

POLICY: D) APPROPRIATE SELF-CONTAINED TECHNOLOGY SHOULD BE ADVANCED FOR RURAL HOUSING PROVIDING THE HIGHEST LEVEL OF ENVIRONMENTAL PROTECTION MEASURES ARE TAKEN AND GOVERNMENTAL SERVICES COSTS ARE NOT ADVERSELY INCREASED.

IMPACT ASSESSMENT:

Environmental: Mixed. Creates energy efficient structures, but these may then be located in rural and natural areas without public services, creating new development pressures and environmental impacts.

Economic: Beneficial. Creates new markets for "appropriate technology" and for rural home sites.

Social: Beneficial. Allows residents to be innovative and self-sufficient.

Fiscal: Unclear. Dependent on the amount of government sponsorship and development review necessary.

TRANSPORTATION

POLICY:

- A) WITHIN THE SACRAMENTO URBANIZED AREA, UTILIZE LAND USE PLANNING TO FACILITATE SIGNIFICANT REDUCTION IN AUTOMOBILE TRAVEL AND TO ENHANCE THE VIABILITY OF ALTERNATIVE MEANS OF PASSENGER TRANSPORTATION. SPECIFICALLY, LAND USE PLANNING PRACTICE SHOULD RESULT IN:
- 1) significantly increased densities in multiple activity centers (e.g., residential, commercial, recreational concentrations) identified in general plans.
 - 2) multiple activity centers in transportation corridors.
 - 3) restraint of urban expansion beyond presently urbanized corridors.
 - 4) central locations for major government offices and services.
 - 5) review of all new development proposals for their potential impact on both short-term and long-term energy consumption by transportation (e.g., through changes in average trip length and the kind of transportation service required or encouraged).
 - 6) avoidance of major trip generating activity centers on the urban fringe.
 - 7) local subdivision ordinances which require the development of bicycle and pedestrian facilities having the shortest possible distances (not necessarily following streets).

IMPACT ASSESSMENT:

Environmental: Beneficial. The resulting compact urban form should bring improvements in air quality and reductions in energy consumption. Transportation and transit services would be more effectively utilized.

Economic: Mixed. May increase costs of urban land but supports revitalization of inner city and enhances existing businesses.

Social: Mixed. May reduce choice of some housing types but would also result in improved housing conditions generally and a generally improved urban environment.

Fiscal: Beneficial. Makes maximum use of existing public service facilities and limits need for costly service extensions.

POLICY:

B) IN THE RURAL AND SMALL URBAN AREAS OF THE REGION, REQUIRE TRANSPORTATION FACILITIES PLANNING AS LOCAL PLANS DICTATE TO DISCOURAGE URBAN SPRAWL AND LEAP-FROG DEVELOPMENT, AND DECREASE THE NEED FOR ADDITIONAL TRANSPORTATION FACILITIES.

IMPACT ASSESSMENT:

Environmental: Beneficial. Transportation facilities will be consistent with and support local plans and policies.

Economic: Beneficial. Will reduce pressure for converting agricultural land to urban uses, thereby supporting local economy.

Social: Beneficial. Supports local plans based on community goals.

Fiscal: Beneficial. Will maximize use of existing facilities.

POLICY:

C) REDUCE THE CONFLICTS BETWEEN LAND USE AND TRANSPORTATION PLANS ON A REGIONAL BASIS.

IMPACT ASSESSMENT:

Environmental: Unclear. Would possibly lead to more coordinated and effective effort to protect environment.

Economic: None.

Social: Beneficial. Would effectively relate various goals for development to avoid conflicts and inconsistencies.

Fiscal: Beneficial. Avoids duplication and conflict of tax supported planning activities.

POLICY: D) REQUIRE ROUTING, CONSTRUCTION, AND OPERATION OF TRANSPORTATION FACILITIES TO PROTECT ENVIRONMENTAL QUALITY.

IMPACT ASSESSMENT:

Environmental: Beneficial. Encourages sensitivity of physical development to the natural environment.

Economic: None.

Social: None.

Fiscal: Unclear. Possible minor additional costs in reviewing potential environmental concerns.

POLICY: E) RESTRICT THE FURTHER RELOCATION OF MAJOR STATE AND COUNTY OFFICES TO DISPERSED SUBURBAN AREAS IN THE SACRAMENTO URBANIZED AREA.

IMPACT ASSESSMENT:

Environmental: Beneficial. Enables more effective transit system, thus reducing reliance on the automobile.

Economic: None.

Social: None.

Fiscal: Beneficial. Make more efficient use of existing centers of employment.

PROJECT DESIGN AND SITING

POLICY: A) DESIGN AND SITE NON-URBAN DEVELOPMENT IN A MANNER WHICH IS COMPATIBLE WITH THE EXISTING NATURAL ENVIRONMENT, CAUSING A MINIMUM OF DISRUPTION TO TERRAIN, VEGETATION, AND SIGNIFICANT RESOURCE AREAS.

IMPACT ASSESSMENT:

Environmental: Beneficial. Creates an esthetically pleasing development which is compatible with its surroundings. Also, environmental concerns will be considered in the planning and construction of the complex so that minimum impact will occur.

Economic: Mixed. Costs may increase in order to prevent environmental degradation, but increases the desirability and value of the development.

Social: Beneficial. Increases the well-being of the residents.

Fiscal: None.

POLICY: B) DESIGN URBAN DEVELOPMENT IN A MANNER WHICH IS COMPATIBLE WITH THE PHYSICAL SETTING AND THE COMMUNITY'S BEST TRADITIONS, CHARACTER, AND LIVEABILITY.

IMPACT ASSESSMENT:

Environmental: Beneficial. Contributes to the esthetic continuity of the area. See policy (A) above.

Economic: Beneficial. Increases desirability and value of the development.

Social: Beneficial. Supports desirable characteristics of neighborhood.

Fiscal: None.

POLICY: C) BUILD STRUCTURES WHICH ARE ENERGY EFFICIENT.

IMPACT ASSESSMENT:

Environmental: Beneficial. Conserves resources and lessens future needs for energy production facilities and their pollutants.

Economic: Beneficial (in the long run). Initial, fixed cost such as insulation, solar energy system installation, etc., but these are regainable.

Social: Beneficial. Reduces operating costs to consumers.

Fiscal: Unclear. Variety of programs will be necessary.

POLICY: D) USE NON-IMPERVIOUS SURFACES IN DEVELOPMENT TO PERMIT RAINWATER PERCOLATION AND, WHERE ECONOMICALLY FEASIBLE, ALTERATION OF EXISTING SITES.

IMPACT ASSESSMENT:

Environmental: Beneficial. Provides for groundwater recharge to reinforce systems which tax ground water, such as drinking and irrigation systems. Also, reduces pollution of groundwater. Lessens heat island and thermal radiation inversion effects.

Economic: Beneficial. Non-impervious surfaces cost less than impervious surfaces such as concrete, tar, oil, etc.

Social: Beneficial. Improved public health and safety in regards to drinking water obtained from ground water.

Fiscal: Beneficial. Reduced public expenditures for drainage.

POLICY: E) SUPPORT THE EFFICIENT USE OF LAND, UTILIZING ONLY THAT AREA NECESSARY FOR THE FUNCTION INTENDED.

IMPACT ASSESSMENT:

Environmental: Beneficial. Would maximize utility of a limited resource.

Economic: Mixed. Good return on investments of land developed, but would cause some land not to be developed, leading to lower returns.

Social: None.

Fiscal: Beneficial. Cause efficient use at public facilities and utilities.

INDUSTRIAL/COMMERCIAL

POLICY: A) CLUSTER COMPATIBLE INDUSTRIES AND COMMERCIAL INSTITUTIONS IN EXISTING USE AREAS (ESPECIALLY THOSE SERVICED BY TRANSIT AND LOCATED NEAR PRIMARY JOB MARKETS) WITH STAGED OUTWARD GROWTH AND ZONING BASED ON REALISTIC ANALYSIS OF ANTICIPATED DEMAND.

IMPACT ASSESSMENT:

Environmental: Beneficial. Reduces use of energy by supporting mass transportation use. Reduces sprawl, protecting open lands. May concentrate air and water quality problems.

Economic: Mixed. Enhances existing commercial and industrial sites but may limit development in communities which have no industry presently.

Social: Beneficial. Supports good access for workers.

Fiscal: Beneficial. Clustering should help stabilize service costs.

POLICY: B) MODIFY OR DENY INDUSTRIAL OR COMMERCIAL DEVELOPMENTS WHICH WOULD, INDIVIDUALLY OR COLLECTIVELY, CONTRIBUTE TO VIOLATION OF AMBIENT AIR STANDARDS OR WATER QUALITY STANDARDS.

IMPACT ASSESSMENT:

Environmental: Beneficial. Lessens amount of potential air and water pollution. Protects healthy activity of surrounding ecosystems.

Economic: Mixed. Delays the implementation of new development jobs but may create new jobs in pollution abatement.

Social: Beneficial. Lessens the health hazard of potential pollutants.

Fiscal: Mixed. Reduces future clean-up management (e.g., advanced sewage treatment). Limits expansion of the tax base.

POLICY: C) CONTROL ENCROACHMENT BY NEARBY USES WHICH WOULD CONFLICT WITH EXISTING OR PLANNED INDUSTRY AND COMMERCIAL CENTERS.

IMPACT ASSESSMENT:

Environmental: Beneficial. Would maintain separation of conflicting land uses which could lead to exposure of people to unacceptable environmental hazard.

Economic: Beneficial. Would protect investments of industrial and commercial developers and homeowners.

Social: Beneficial. Protects living environments from intrusion of potentially adverse conditions.

Fiscal: None.

POLICY: D) ALLOCATE INDUSTRIAL ZONING TO APPROPRIATE AREAS NEAR PRIMARY JOB MARKETS, DISTRIBUTION CENTERS, AND TRANSPORTATION SYSTEMS, BASED ON REALISTIC ANALYSIS OF ANTICIPATED DEMANDS.

IMPACT ASSESSMENT:

Environmental: Beneficial. See (A) above.

Economic: Beneficial. See (A) above.

Social: Beneficial. See (A) above.

Fiscal: Beneficial. See (A) above.

POLICY: E) DIVERSIFY ECONOMIC ACTIVITIES WHICH INCREASE EMPLOYMENT OPPORTUNITIES, ESPECIALLY FOR LOW INCOME AND MINORITY GROUPS.

IMPACT ASSESSMENT:

Environmental: Unclear. Dependent upon the nature of "diversity" which could lead to scatteration and include heavy industry.

Economic: Beneficial. Would create a wider variety of jobs. Increases economic vitality.

Social: Beneficial. Emphasizes individual's well-being.

Fiscal: Beneficial. Would reduce costs of unemployment and add to income tax receipts.

POLICY:

F) FURTHER THE RECREATIONAL AND HISTORIC ATTRACTIVENESS OF THE REGION TO INCREASE THE TOURISM INDUSTRY.

IMPACT ASSESSMENT:

Environmental: Generally adverse, but subject to mitigation through planning. Supports incentives for preservation of esthetic values of the area. But more people create more pollution problems such as: waste disposal; air pollution due to an increase in the number of cars present; and, the possibility of exceeding the planned capacity of the sewer and water systems. Raises questions of "carrying capacity".

Economic: Beneficial. Brings more money into the city and creates more service and trade jobs. Tourism dollars have a multiplier effect which spreads throughout the area.

Social: Mixed. Increases pollution, thereby increasing the health hazard related to air pollution. Increased tourism can cause localized problems of crowding and vandalism, but also increases recreational opportunities for local residents.

Fiscal: Mixed. Costs include renovation and maintenance of facilities along with an increased demand for services. Tax revenues are generated from visitors spending money in the area.

Historic Assessment

A requirement of Federal guidelines for the development of an adequate regional land use plan indicates that an assessment of impact on sites of historical interest is necessary. As a policy document, this Regional Land Use Plan does not propose any specific project which will directly impact historic areas. However, the subsequent implementation of the plan could result in such impact. It is the policy of the Commission that all sites of historical significance be protected, particularly those on the National Register of Historic Places. It is the intent of this plan that its subsequent implementation not adversely effect any of the historic sites listed below. In the event that such adverse impacts are unavoidable as a result of implementation proposals, the plan policies will be revised accordingly.

The following properties were listed on the National Register of Historic Places as of December 31, 1976. National Historic Landmarks are designated by NHL; properties recorded by Historic American Buildings Survey are designated by HABS; properties recorded by Historic American Engineering Record are designated by HAER; properties receiving National Park Service grants-in-aid for historic preservation are designated by G.

ROSEVILLE

Roseville. HAMAN HOUSE, 424 Oak Stl, (11-17-76)
Roseville vicinity. STRAP RAVINE NISENAN MAIDU INDIAN SITE, (1-8-73)

SACRAMENTO COUNTY

Folsom. FOLSOM POWERHOUSE, Off Folsom Blvd. in Folsom Lake State Recreation Area, (10-2-73)
Locke. LOCKE HISTORIC DISTRICT, Bounded on the W by the Sacramento River, on the N by Locke Rd., on the E by Alley St., and on the S by Levee St., (5-6-71)
Locke vicinity. DELTA MEADOWS SITE, (11-5-71)
Orangevale. INDIAN STONE CORRAL, Roughly bounded by Cherry Ave., Granite and Mountain Sts., and county line. (4-16-75)
Sacramento. CALIFORNIA GOVERNOR'S MANSION, 16th and H Sts., (11-10-70) HABS.
Sacramento. CALIFORNIA STATE CAPITOL, Between 10th and 16th and L and N Sts., (4-3-73)
Sacramento. CROCKER, E. B., ART GALLERY, 216 O St., (5-6-71)
Sacramento. HEILBRON HOUSE, 704 O St., (12-12-76)
Sacramento. JOE MOUND, (10-14-71)
Sacramento. JOHNSON, J. NEELY, HOUSE, 1029 F St., (9-13-76)
Sacramento. OLD SACRAMENTO HISTORIC DISTRICT, Jcts. of U.S. 40,50,99, and CA 16 and 24, (10-15-66) NHL, HABS, G.
Sacramento. PONY EXPRESS TERMINAL (B. F. HASTINGS BUILDING), 1006 2nd St., (10-15-66) NHL.
Sacramento. SOUTHERN PACIFIC RAILROAD COMPANY'S SACRAMENTO DEPOT, 5th and I Sts., (4-21-75)
Sacramento. STANFORD-LATHROP HOUSE, 800 N St., (12-9-71) HABS.
Sacramento. SUTTER'S FORT, 2701 L St., (10-15-66) NHL.
Sacramento. WOODLAKE SITE, (5-6-71)

SUTTER COUNTY

None.

YOLO COUNTY

Broderick. FIRST PACIFIC COAST SALMON CANNERY SITE, On the Sacramento River, opposite the foot of K St., (4-6-74) NHL.

Brooks vicinity. CANON SCHOOL, 0.5 mi. N of Brooks, (6-13-72)

Davis. DRESBACH-HUNT-BOYER HOUSE, 604 2nd st., (9-13-76)

Davis. SOUTHERN PACIFIC RAILROAD STATION, H and 2nd Sts., (11-7-76)

Rumsey. RUMSEY TOWN HALL, CA 16 at Manzanita St., (6-19-72)

Woodland. GIBSON, WILLIAM B., HOUSE, 512 Gibson Rd., (11-7-76)

Woodland. WOODLAND OPERA HOUSE, 320 2nd St., (11-5-71) G.

Woodland vicinity. NELSON RANCH, CA 18 between CA 113 and 102, (7-17-72)

YUBA COUNTY

Marysville. BOK KAI TEMPLE, Yuba River Levee at D St., (5-21-75)

Marysville. DECKER-JEWETT BANK, 212 D St., (12-29-76)

Marysville. ELLIS BUILDING, 100 D St., (12-22-76)

Marysville. RAMIREZ, JOSE MANUEL, HOUSE, 220 5th St., (1-17-76)

North San Juan vicinity. OREGON CREEK COVERED BRIDGE. 3 mi. NE of North San Juan over Oregon Creek, (5-30-75)

Woodland. WOODLEAF HOTEL, Marysville-LaPorte Rd., (4-9-75)

Appendix I

LAND USE CONTROL MEASURES

(NOTE: The following section is a preliminary evaluation of potential land use and land use-related control measures which might be used in the Air Quality Maintenance Plan which is scheduled for completion in draft form by July 1, 1978. The measures listed are undergoing further analysis and testing, and not all will be selected for inclusion in the Draft Air Quality Maintenance Plan.)

PRELIMINARY SCREENING CHECKLIST
LAND USE AND LAND USE-RELATED INSTITUTIONAL MEASURES

MEASURE	EFFECTIVENESS	TIME PERIOD	SECTOR AFFECTED	EXISTING AUTHORITY?	NEW PROGRAM?	COSTS?	IMPACTS
1. Expand use of zoning techniques to achieve air quality objectives.	Varies with zoning technique, number of variances, etc.	Short	Private, local	Yes	Varies with technique	Yes, Minor	Some + air quality impact; possible - impact on some property values, + on others.
2. Adopt "Urban Service Area" concept for defining city and service district spheres of influence in terms of service commitments and projected land needs in 5-year, 10-year, etc., increments; make proposed development decisions accordingly.	Moderate over time.	Intermediate -Long	Local, regional, private	Yes	Supplemental	Yes	+ air quality, transportation, mixed fiscal and social impacts; some changes in property values.
3. Make selective use of moratoria on new development and/or extension of public services as a growth management technique.	Moderate over short term.	Short	Private, local	Yes	Supplemental	Yes, private	Prevents further air quality deterioration pending implementation of planning and growth management techniques, economic impact for some property owners; + fiscal impacts.
4. Transfer of development rights - unused development potential can be "purchased" and used to build at increased densities in another areas.	Unknown, would vary with degree of use.	Intermediate	Private, local	No	Yes	Yes, minor	+ impacts on air, energy and transportation goals; uncertain fiscal and economic impacts.
5. Expand use of building and other types of permits, with expanded use of attached conditions.	Unknown, probably minor.	Intermediate -Long	Private, local	Yes	Supplemental	Yes, mostly private	Some minor + air quality impacts; possible minor fiscal impacts; unknown economic impacts.

LAND USE AND LAND USE-RELATED INSTITUTIONAL MEASURES, cont.

<u>MEASURES</u>	<u>EFFECTIVENESS</u>	<u>TIME PERIOD</u>	<u>SECTOR AFFECTED</u>	<u>EXISTING AUTHORITY?</u>	<u>NEW PROGRAM?</u>	<u>COSTS?</u>	<u>IMPACTS</u>
6. Revise local general plans to ensure conformity of local policies on type, timing, location & density of development with air quality objectives.	Moderate	Intermediate-Long	Local, regional, private	Yes	No	Minor	General plans are framework for local land use decisions, impacts will vary depending on revisions approved and the degree to which they are implemented.
7. Revise subdivision review process to include analysis of air quality impacts.	Little	Intermediate-Long	Local, regional, private	Yes	Supplemental	Minor	Depends upon revisions made.
8. Use indirect source review process to assess & mitigate indirect air quality impacts of larger developments.	Little	Short	Local, private	Yes	Yes, local approval of policy needed.	Minor	Minor + air quality impact; mixed social, fiscal and economic impacts.
9. Expand use of environmental impact review in decision making.	Probably little	Short	Local, private	Yes	No, just new emphasis on existing program	Minor	Uncertain, would depend on degree of emphasis placed on air quality assessments in decision-making process.
10. Encourage infilling of vacant urban land by means of density bonuses, tax incentives, restrictions on urban fringe sewer extensions, etc.	Moderate	Intermediate-Long	Local, private state, federal	Yes	Supplemental, would require revisions to local ordinances, state and federal laws.	Yes	If policy revisions were effective, positive impacts could be expected in most categories.
11. Use of design criteria to take advantage of topography, prevailing wind patterns, structure mix, etc.	Little	Short-Intermediate	Local, state, private	Yes	Supplemental, would require revisions to building codes, etc.	Yes mostly private	Would depend upon type of revisions made and degree to which revised criteria were used.

LAND USE AND LAND USE-RELATED INSTITUTIONAL MEASURES, cont.

MEASURE	EFFECTIVENESS	TIME PERIOD	SECTOR AFFECTED	EXISTING AUTHORITY?	NEW PROGRAM?	COSTS?	IMPACTS
12. Expand lobbying to influence legislation designed to improve local controls on air pollution.	Uncertain, probably little	Short-Long	Local, state, federal	Yes	No	Minor	Would depend upon success of lobbying effort.
13. Increase local support for air pollution research & development.	Little	Short	All	Yes	No	No	+ air quality impacts (depending on effectiveness of control technology developed); + economic and social impacts.
14. Revise public capital improvement policies & programs for consistency with air quality goals.	Uncertain, probably little to moderate	Intermediate-Long	All	Yes	Supplemental	Yes	+ air quality and fiscal impacts; mixed economic impacts
15. Revise taxation policies on capital gains, differential assessments, estates and gifts, income, property and/or amortization rates, etc.	Uncertain, probably little	Short-Intermediate	All	Yes	Yes, revisions and new enabling legislation required.	Yes	Mixed. Would depend on specific policy revisions.
16. Revise lending policies to encourage desired type, location, timing and density of new development and rehabilitation projects.	Uncertain	Short-Intermediate	All	Yes	Supplemental	Yes	Mixed. Would depend on specific policy revisions.
17. Impose emission charges on industrial land users to encourage use of more effective control technologies.	Little-Moderate	Short-Intermediate	Private, local, regional, state	Yes	Yes, enabling legislation required	Yes, mostly private capital & consumer costs.	Some + air quality impacts; initial - economic costs for new technologies, but eventual + economic impacts resulting from increased efficiencies.

LAND USE AND LAND USE-RELATED INSTITUTIONAL MEASURES, cont.

<u>MEASURES</u>	<u>EFFECTIVENESS</u>	<u>TIME PERIOD</u>	<u>SECTOR AFFECTED</u>	<u>EXISTING AUTHORITY?</u>	<u>NEW PROGRAM?</u>	<u>COSTS?</u>	<u>IMPACTS</u>
18. Use emission source location requirements to mitigate adverse air quality impacts of new development.	Little-Moderate	Short-Intermediate	Private, local	Yes	Supplemental	Yes, minor public costs some private costs	Minor + air quality impacts; possible minor - economic and social impacts.
19. Use indirect production controls to modify one or more factors involved in production activities which cause pollution	Little	Intermediate	Private, local	Uncertain	Uncertain	Yes, mostly private	Uncertain, would depend on type and extent of production controls used.
20. Initiate or expand regional review of all local general plan amendments, project proposals and/or Draft EIRs.	Little	Short	Local, regional	Yes	Supplemental, would require approval of local jurisdictions	Minor	Uncertain, would depend on competence of regional reviews and degree of acceptance by local governments.
21. Integrate local transportation planning including transit improvements with capital improvement programs (especially sewer and water supply).	Little	Short-Intermediate	Local, regional	Yes	Supplemental	Minor	Could lead to + air quality improvements through more viable transit service, compact urban form, etc.
22. Increase enforcement of existing stationary and area source control programs.	Little	Short	Private, local	Yes	No	Yes, increase in enforcement costs	Minor + air quality impacts; minor - fiscal and economic impacts.
23. Expand air quality monitoring and meteorological analysis to pinpoint localized problems as well as to provide better picture of long-range air quality levels.	Little, except for localized areas	Short-Intermediate	Local, state	Yes	Supplemental	Yes, minor	No immediate impacts on air quality, but possible long-term positive impacts.

LAND USE AND LAND USE-RELATED INSTITUTIONAL MEASURES, cont.

MEASURE	EFFECTIVENESS	TIME PERIOD	SECTOR AFFECTED	EXISTING AUTHORITY?	NEW PROGRAM?	COSTS?	IMPACTS
24. Discourage or prohibit new large-scale, single-use developments in favor of "mixed use" development (mixing residential, commercial and light industrial uses).	Moderate	Long	Private, local	Yes	Supplemental	Yes, public & private	"Mixed use" developments can result in less VMT and total trips and thus have + air quality impacts; possible + social and economic impacts as well.
25. Guide increased residential densities and employment centers along selected transportation corridors.	Moderate	Intermediate -Long	Private, local	Yes	Supplemental, requires new policies, changes in ordinances, etc.	Yes	Increased densities and creation of job centers along selected routes would increase transit viability, including viability of fixed rail system; mixed social impacts.
26. Adopt state-proposed industrial siting process.	Uncertain	Intermediate -Long	Private, local regional, state	No	Yes, new legislation and procedures required	Yes	Uncertain, probable + environmental, economic & social impacts. Fiscal impacts unclear.
27. Restrict development wherever possible on prime farmland, hazardous lands, and lands of critical environmental concern.	Uncertain	Intermediate -Long	Private, local	Yes	Supplemental, new policies and ordinance changes needed	Yes, mostly private	To the extent this strategy reduces urban sprawl, it will have + air quality impacts; economic, fiscal, and social impacts uncertain.
28. Integrate the design and construction of highways and transit improvements with local policies on the sequence of land development. (see #21)	Little	Intermediate -Long	All	Yes	Supplemental, possible changes in funding formulas, local policies, etc.	Yes, public and private	Some + air quality impacts resulting from comprehensive planning.

LAND USE AND LAND USE-RELATED INSTITUTIONAL MEASURES, cont.

<u>MEASURE</u>	<u>EFFECTIVENESS</u>	<u>TIME PERIOD</u>	<u>SECTOR AFFECTED</u>	<u>EXISTING AUTHORITY?</u>	<u>NEW PROGRAM?</u>	<u>COSTS?</u>	<u>IMPACTS</u>
29. Implement programs designed to preserve and/or rehabilitate existing urban areas, e.g., programs to encourage resident ownership of homes, revamped lending practices, giving federal and state grant priorities to existing urban areas, creating programs to expand cultural and recreational facilities in existing urban areas, modifying tax structures, etc.	Little	Intermediate-Long	All	Yes	Supplemental, would require money, regulatory and legislative changes, etc.	Yes, major public & private costs.	Some + air impacts, to the extent sprawl and VMT is reduced; + social and economic impacts; some - initial fiscal impacts, mitigated overtime by reduced need to extend public services.

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